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Hamilton, Ont.
North End Urban Renewal
Schemme.

1968

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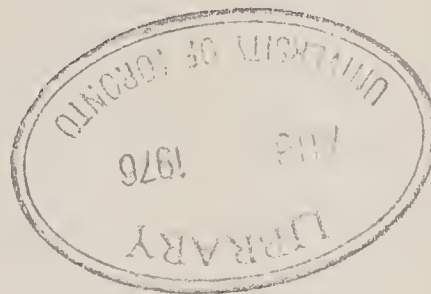
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NORTH END URBAN RENEWAL SCHEME

City of Hamilton, Ontario



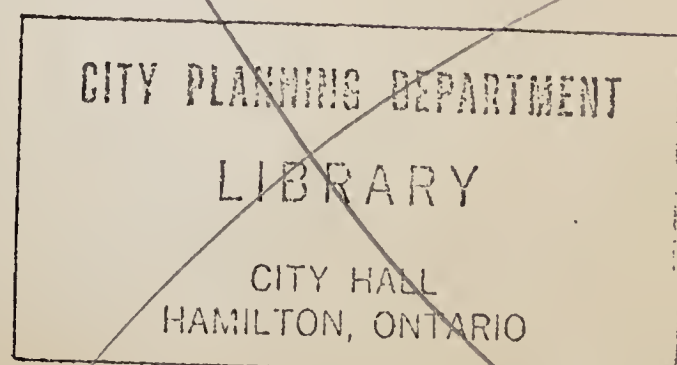
Prepared by:

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Urban and Regional Consultants
701 - 94 Cumberland Street
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in conjunction with

the Urban Renewal Committee of
the City of Hamilton

June, 1968



NORTH END URBAN RENEWAL SCHEME

Errata Sheet

page 46	9th line	\$ 3,967,000 should read \$ 3,997,000
page 48	3rd line from bottom and 2nd line from bottom	628,500 should read 628.5 3,791,500 should read 3,791.5
page 51	11th line	\$ 3,966,000 should read \$ 3,997,000
page 87	Item (k)	21,000 should read 2,100
	Total Estimated Cost \$	61,900 should read \$66,400

(It should be noted that the amount of \$4,500, which was inadvertently omitted from the above total estimated cost for abandonment and re-location of gas lines, is also omitted from the remainder of the cost analysis. To be precisely correct, the cost analysis should be revised as follows:

Gas Lines Increase		\$4,500
Total Cost Increase		\$4,500
Federal Share Increase	(50%) =	\$2,250
Provincial Share Increase	(25%) =	\$1,125
Municipal Share Increase	(25%) =	\$1,125)

page 96	Site H1	\$ 172,800 should read \$127,800
page 99	Site H1	\$ 689,260 should read \$659,260
page A.44	5th and 3rd lines from the bottom	\$ 535,700 should read \$536,700
page A.53	11th line	\$3,112,880.14 should read \$3,122,880.14
	last line of Table A.19	\$3,966,652.06 should read \$3,996,652.06

HAMILTON NORTH END
URBAN RENEWAL SCHEME

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	
PART ONE: THE AREA	1
PART TWO: THE CONCEPT PLAN	
1. General Description	9
2. Proposed Projects	17
3. Relocation	37
4. Cost Analysis	40
5. Municipal Resources and Scheme Priorities	51
PART THREE: THE FIRST-PHASE PROGRAM	
1. General Description and Proposed Uses	55
2. Block Planning and Rehabilitation Proposals	59
3. Proposed Roads and Utilities	80
4. Feasibility of Proposed Uses	92
5. First Phase Cost Analysis	108
PART FOUR: PROCEDURES	
1. Administration and Public Information Program	121
2. Block Planning and Rehabilitation Procedures	123
3. Relocation Program	129
4. Land Acquisition and Disposal	137
5. Land Use Controls	141
PART FIVE: APPENDICES	
1. Location and Selection of Boundaries	A.1
2. Existing Land Use	A.4
3. Existing Development Controls	A.7
4. Existing Roads and Traffic	A.10
5. Existing Community Services	A.18
6. Existing Public Utilities	A.26
7. Condition of Buildings	A.28
8. Population and Housing Characteristics	A.36
9. Commercial-Industrial Characteristics	A.42
10. Economic Characteristics	A.46
11. Present Municipal Finances	A.52
12. Housing Statistics	A.54
13. Rehabilitation Experience	A.61

LIST OF MAPS

	<u>Following Page:</u>
1. Location of Scheme Area	2
2. Block and Boundary Designation	2
3. Existing Land Use	2
4. Community Facilities	6
5. Condition of Buildings	6
6. Future Role of the Area	10
7. The Concept Plan - Land Use and Circulation	12
8. The Concept Plan - Proposed Projects	12
9. The Concept Plan - Urban Design Principles	12
10. The Concept Plan - Proposed Development	12
11. The First-Phase Program - Proposed Projects	56
12. The First-Phase Program - Proposed Development	56
13. Typical Block Plans	68
14. Proposed Road System	80
15. Proposed Sewers	84
16. Proposed Water Mains	86
17. Proposed Gas Lines	86
18. Proposed Hydro Lines	88
19. Proposed Telephone Lines	90
20. Proposed Land Acquisition	138
21. Proposed Official Plan and Zoning Regulations	142
A.1 Official Plan and Zoning Regulations	A.8
A.2 Street Classification, Parking and Public Transit	A.10
A.3 Traffic Volumes	A.10
A.4 Condition of Streets and Sidewalks	A.10
A.5 Existing Sewers	A.26
A.6 Existing Water Mains	A.26
A.7 Existing Gas Lines	A.26
A.8 Existing Hydro Lines	A.26
A.9 Existing Telephone Lines	A.26
A.10 Land Parcels and Public Ownership	A.54

LIST OF TABLES

	<u>Page</u>
1. Estimated Residential Clearance and Relocation	37
2. Concept Plan - Areas of Proposed Land Acquisition	41
3. Estimated Acquisition Costs of Private Property	43
4. Concept Plan Cost Analysis	48
5. First-Phase Road and Utility Costs	91
6. Revenue Estimates - Gross	94
7. Effective Net Revenue	96
8. Construction Costs	97
9. Debt Load and Residual Income Attributable to the Land	99
10. Project G - Analysis of Residual Income from Partial Commercial Development	104
11. Project G - Analysis of Residual Income from Full Commercial Development	105
12. First-Phase Property Acquisition - Areas and Estimated Costs	110
13. First-Phase Property Disposal - Areas and Estimated Recoveries	113
14. Analysis of First-Phase Partnership Costs	116
15. City Costs and Receipts	118
16. First-Phase Capital Budget	119
A.1 Areas of Existing Land Uses	A.5
A.2 Road and Sidewalk Inventory	A.11
A.3 Traffic Volumes (1961)	A.13
A.4 Traffic Volumes and Turning Movements at Main Intersection, 1964 to 1966 (per 17-hour day)	A.14
A.5 Pedestrian Movements at Main Intersections, 1964 to 1966 (per 17-hour day)	A.15
A.6 Traffic Accidents, 1961 to 1965	A.15
A.7 Welfare Caseload, 1966	A.22
A.8 Police Statistics, 1961 to 1965	A.24
A.9 Condition of Buildings	A.34
A.10 Population and Housing Characteristics, 1961	A.37
A.11 Population Movements, 1956 to 1961	A.39
A.12 Comparison of Incomes in the Renewal Area and in Metropolitan Hamilton (1961)	A.40
A.13 Individual and Family Incomes, by Group - Renewal Area, Metropolitan Hamilton and the City, 1961	A.41
A.14 Average Annual Revenue from Commercial Trades, 1961	A.42
A.15 Retail Trade and Services by Type for Metropolitan Hamilton and the Renewal Area	A.43

LIST OF TABLES (continued)

	<u>Page</u>
A.16 Land Area in Commercial and Industrial Use	A.44
A.17 Financial Characteristics	A.47
A.18 Private Residential Property Sales, 1961 to 1964	A.51
A.19 Renewal Expenditures and Commitments to May 31, 1967	A.53
A.20 North End Population and Housing, 1961 to 1967	A.55
A.21 Metropolitan Hamilton Dwelling Starts by Type	A.56
A.22 Projected North End Population and Housing	A.59

INTRODUCTION

This urban renewal scheme is concerned with an area of the City of Hamilton commonly known as the North End. Priority for renewal action in the North End was established as long ago as 1958 in an Urban Renewal Study prepared by the City of Hamilton Planning Department. The Study delineated a total of nine areas which were then assigned redevelopment priorities. Based on its recommendations, the North End was designated as a redevelopment area in a by-law passed by Council on December 19, 1961 and a redevelopment plan for that area was subsequently prepared by the Hamilton Urban Renewal Committee. The plan was adopted by Council on August 27, 1963 after receiving the approval of the Ontario Municipal Board on June 28, 1963. A description of the area, its physical and social characteristics and the proposed redevelopment program was contained in a report prepared by the Urban Renewal Committee and entitled the "North End Renewal Project, City of Hamilton".

Amendments in June, 1964 to Section 23 of the National Housing Act provided the basis for federal financial participation in the preparation and implementation of urban renewal schemes. In order to obtain this assistance an agreement dated October 6, 1964 was entered into between Central Mortgage and Housing Corporation and the City of Hamilton which required that the original plan be supplemented by the preparation of a comprehensive urban renewal scheme report. The specified objectives of the intended scheme were "to encourage renewed confidence and stability in the physical, social and economic characteristics of the North End neighbourhood of Hamilton in order that it may thrive and regain its importance as one of the most desirable neighbourhoods in which to live in the City of Hamilton". The participation of the Province was provided for in an agreement dated November 30, 1964, between the Province of Ontario and the City of Hamilton. The firm of Murray V. Jones and Associates Ltd. was engaged to undertake this

additional work under a contract dated April 15, 1966 between the City and the consultant.

The following report accordingly provides an updated and comprehensive appraisal of the characteristics of the scheme area, an assessment of the physical, social and economic elements which contribute to the prevailing blighted conditions and a plan and program for their correction. This material has been set out in a manner which is considered both appropriate to its function as a "supplement" to the original plan and to the terms of the relevant agreements. Because of the general public knowledge of the area obtained through previous reports and subsequent renewal action, much of the basic survey data has been included in detailed written and graphic form in the appendix while only a brief summary appears in the first part of the text. In accordance with the requirements of the Urban Renewal Scheme Preparation Manual (recently published by the Community Planning Branch of the Ontario Department of Municipal Affairs), this scheme report includes an "overall scheme" or concept plan in Part Two followed by the "detailed first phase", including complete details of proposals and procedures, as Parts Three and Four.

The boundaries of the redevelopment area were extended for the purposes of this scheme to include three additional parcels of land (and a portion of the harbour) which, by virtue of their location, present characteristics and expected future uses, are closely related to the North End. The former and revised boundaries are illustrated on Map 1 and fully discussed in the Appendix; the resulting increase in area was from 257 acres to some 370 acres including 70 acres of the harbour.

A continuing program of urban renewal implementation has been carried out in the North End by the city, in partnership with the senior governments, based on the 1963 redevelopment plan. To assist with this program an Interim Report on the North End Urban Renewal Scheme was

prepared by this consultant in June, 1966 as the basis for further implementation. In recognition of this continuing program and the extensive physical changes resulting from it, the data presented in this report concerning existing conditions are as up-to-date as possible with applicable dates specified in the maps and text.

PART ONE: THE AREA

This Part of the report briefly describes the existing characteristics of the scheme area. The location, history of development, community facilities, use of land and condition of buildings are described and illustrated with maps. Further information on these topics and on population, housing, employment and economic characteristics is included in Appendices 1 to 11 in Part Five.

PART ONE - THE AREA

The North End Renewal Area fronts on the extreme south-western reaches of Hamilton Harbour and lies directly north of downtown Hamilton. The area consists mainly of a plateau some fifty feet above the level of the harbour. On the west and north sides the plateau is terminated by a steep bank which slopes down to a narrow strip of low-lying land along the harbour shoreline while on the south and east sides it continues outside the boundaries of this scheme area.

The location of the North End Renewal Area is shown on Map 1 while its boundaries are more accurately designated on Map 2. A detailed description of the boundaries and the reasons for their selection appears in Appendix 1.

History and Growth of the Area

Growth in the City of Hamilton was related to the early access routes of King, John and York Streets. By the date of its incorporation in 1846, the limits of settlement for the 6,800 residents of the area were generally Barton and Bay Streets on the north and west and Wellington and Charlton Streets on the south and east.

After 1846, settlement occurred in the North End Area and gradually expanded to the south away from the harbour and toward what was then the northern limit of the city. Industrial development in Hamilton was stimulated by the completion of the Welland and Burlington Canals and the North End promised to become a thriving part of the industrial community. Most of the area west of John Street North was developed by 1860, with several large industries (such as the Canadian Cotton Company) and a modest number of houses.

For several reasons the industrial future of the North End was never fully realized; the economic depression of the 1860's slowed its growth and the advent of new railways during the same period stimulated

the formation of secondary industrial areas along Barton Street West. The railways also provided ready access to peripheral harbour front properties to the east of the established lines of settlement. The result of this was the ultimate formation of the main industrial community to the east of Wellington Street where vacant land was abundant and inexpensive and where harbour and rail facilities were readily available.

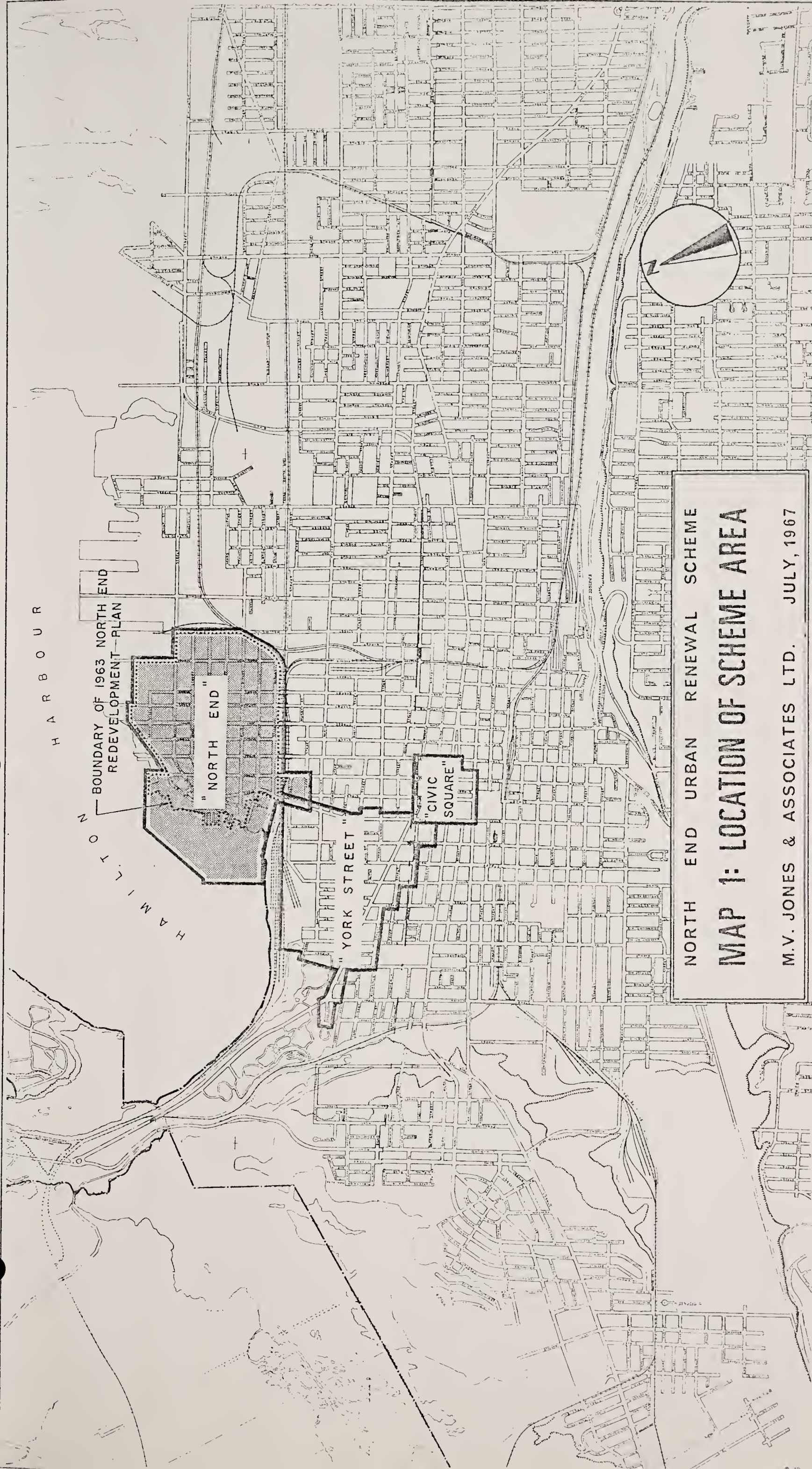
This in turn dictated the future role of the North End as a dormitory housing area for industrial workers and the area east of John Street North developed mostly in residential use. Apart from limited infilling and redevelopment there has been no basic change from the pattern of the original development which was completed soon after the turn of the century.

Present Land Use

The North End is basically a residential community though a variety of other uses are intermixed with the houses. The land uses are illustrated on Map 3 while the following summary is based on a detailed inventory which is presented in Appendix 2.

<u>Use</u>	<u>Acres</u>
Residential	117
Commercial and Industrial	15
Recreation, Public and Other	
Uses plus Vacant Land	84
Streets	82
Water (part of Hamilton Harbour)	<u>72</u>
Total	<u>370</u>

The distribution of the residences in the North End is shown on Map 3; it is apparent that they cover virtually all available land with the exception of the waterfront areas to the north and west, the relatively small areas used for park, commercial and industrial uses and the several blocks in the middle of the area which have been cleared through the partial implementation of the redevelopment plan. Typical North End dwellings are two-storey brick houses of medium size on rather narrow lots, without driveways and with very little front yard.



NORTH END URBAN RENEWAL SCHEME

MAP 1: LOCATION OF SCHEME AREA

M.V. JONES & ASSOCIATES LTD. JULY, 1967

INFORMATION ON HARBOUR HEADLINE AND WATER-LOT
BOUNDARIES OBTAINED FROM "PLAN SHOWING THE
HARBOUR HEADLINE IN HAMILTON HARBOUR"
PREPARED FOR THE DEPARTMENT OF PUBLIC
WORKS, OTTAWA



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
MAP 2: BLOCK AND BOUNDARY
DESIGNATION

MURRAY V. JONES & ASSOCIATES, LTD.







JULY, 1967

HARBOUR

HAMILTON

EASTWOOD
PARK

LEGEND

-  RESIDENTIAL - ONE OR TWO FAMILY
-  RESIDENTIAL - MULTI-FAMILY
-  COMMERCIAL - RETAIL AND SERVICE
-  COMMERCIAL - OFFICE
-  INDUSTRIAL
-  INSTITUTIONAL

NOTE

BUILDINGS SHOWN ARE THOSE IN EXISTENCE
IN JUNE, 1957
LAND USE DESIGNATIONS ARE BASED ON
FIELD SURVEYS CARRIED OUT DURING
1956 AND UPDATED IN 1957
VACANT BUILDINGS ARE DESIGNATED BY
THEIR PREVIOUS USE



0 100 200 300
SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 3: EXISTING LAND USE

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

Small one-storey houses of wood construction are nonetheless fairly numerous, particularly in the south-western part of the scheme area; these are frequently semi-detached and are usually older and in poorer condition than average. There are also a few two-storey wooden houses as well as some brick houses either one or three storeys in height.

Two high-rise apartment buildings have just been constructed in the North End, one by a private developer which contains 110 units and the other by the Ontario Housing Corporation which provides 146 units for senior citizens. Both of these are near the northern border of the area on choice sites overlooking the harbour.

The commercial establishments in the North End mainly serve the local shopping needs of the residents and include a high proportion of small corner grocery and variety stores. Many of these are dispersed among the residential areas although there is also some concentration along the southern portion of James Street. The commercial structures are almost invariably old, are often partially used for residential purposes and in some cases have been converted from residences. Also included in the commercial category are some small hotels, service stations and automobile repair shops in scattered locations.

A variety of industrial uses are scattered throughout the North End, as shown on the land-use map. Several of these are warehouses or terminals for truck transport firms which results in considerable truck traffic on adjacent residential streets. Furthermore, most of the industrial establishments lack adequate off-street parking and loading facilities which results in congestion and blocking of the adjacent streets or sidewalks. Since the industrial buildings are usually crowded onto small lots among single-family houses, conflicts arise in some cases due to the size or nature of the building and due to noise, odor, etc. from the activities therein. However, a number of the industries are quiet, are in small buildings of good quality, generate very little truck traffic and are therefore reasonably compatible with their residential neighbours.

The waterfront area within the scheme has little relationship to the remainder of the area; it is physically and visually separated by the high bank and is not easily accessible since much of it is served only by a private road in poor condition. The uses in the waterfront area are, of course, quite different and consist of boathouses, some small houses in extremely dilapidated condition, rotting wharves, considerable quantities of unused land and, to the north, two large private boat clubs in good condition with their attendant docks and other facilities.

The scattered location of these commercial and industrial uses among the residential areas of the North End has resulted partly from the early development patterns and partly from the lack of adequate land use policies and controls. However, the official plan and zoning regulations have recently been amended to incorporate the proposals of the 1963 redevelopment plan; details of these regulations are presented in Appendix 3 and on Map A.1.

The North End street pattern is a product of the early surveying practise; it is basically of a simple grid-iron pattern, though there is some irregularity in the spacing of the streets and in the alignment of Bay, Wood and Guise Street adjacent to the top of the steep bank near the waterfront on the west. The street system is illustrated on Map 3 along with the land use pattern while a complete description of the existing roads and the traffic thereon appears in Appendix 4. The main traffic arteries, Burlington Street (east-west) and Bay, James, John and Wellington Streets (north-south), all carry large volumes of traffic including a high proportion of heavy trucks. It is this heavy traffic along streets largely developed in residential use which is one of the major blighting effects in the North End.

Community Facilities and Utilities

The primary stage of the North End redevelopment plan adopted in 1963 provided for extensive improvements to the local community facilities. Implementation of these proposals has now resulted in the

clearance of five blocks in the centre of the North End and the provision of a new junior elementary school, a new senior elementary school combined with a community centre, a new small park and a new separate school. These and other existing community facilities are illustrated on Map 4 and include several churches, some semi-public recreational uses and two parks: the small Bayview Playground in the north-west corner and the large Eastwood Park to the north-east. These are discussed more fully in Appendix 5.

Public utilities, which includes sewers, water mains and gas, hydro and telephone lines, are described and mapped in Appendix 6.

Condition and Age of Buildings

The evaluation of the condition of buildings was correlated with the future actions which could be recommended for the buildings; this resulted in the following categories:

Good - Conservation (requiring only modest levels of repair which, presumably, can be undertaken privately)

Fair - Rehabilitation (requiring costly repairs for which public assistance may be necessary)

Poor - Clearance (buildings for which rehabilitation to a desirable standard does not appear economic)

The methods used in the survey of building conditions and the criteria used to define the categories are fully discussed in Appendix 7. As noted therein, the results are all based on surveys of exterior conditions and are subject to revision in individual cases based on full inspections of interior conditions.

Map 5 illustrates the results of the survey; the results are also listed in the Appendix in block-by-block tabular form and are briefly summarized below:

	<u>Good</u>	<u>Fair</u>	<u>Poor</u>	<u>Total</u>
Residential	370	913	264	1,547
Non-Residential	<u>32</u>	<u>51</u>	<u>54</u>	<u>137</u>
Total	402	964	318	1,684
Percent	24%	57%	19%	100%

The age of North End buildings was indicated in the 1963 redevelopment plan report where it was stated that, according to the records of the Assessment Department, only about 5% of the buildings were erected since 1930, some 88% were built between 1900 and 1930 and 7% were built (or were assumed to have been built) before 1900. The demolitions since 1963 and the small number of buildings constructed since then will probably have resulted in a slight decrease in the proportion of buildings erected before 1900.

The distribution of buildings in poor condition is obvious from examination of Map 5. The most obvious characteristic is the close intermixing of good, fair and poor buildings although it can be seen that the proportion of poor buildings is somewhat greater in the south-western part of the area and that there are small concentrations of poor buildings along the western waterfront and along the frontage of James Street between Simcoe and Strachan Streets. Conversely, a higher proportion of good buildings is apparent in the north-east and north-west parts of the Area although there are at least a few scattered among all parts of the scheme area.

Home owners in the North End are showing continuing interest and activity in the improvement of their dwellings. Observations over the last couple of years show extensive repainting plus numerous instances of re-roofing, porch repairs and general clean-up. The Hamilton Urban Renewal Department reports about 250 inquiries per year from North End residents who are interested in home repairs and in the effect on their homes of the urban renewal proposals.

Several houses have been completely renovated by their owners in the past three years and three cases are known where expenditures amounted to about \$6,000 per house. In four other instances houses which were once slated for demolition have been completely renovated. Staff of the urban renewal department have found that many owner-occupied homes in the North End have new furnaces, good quality wiring, new tile floors and modern kitchens, though tenant-occupied houses are usually in poorer condition.

HARBOUR

HAMILTON

EASTWOOD
PARK

NOTE

BUILDINGS SHOWN ARE THOSE IN
EXISTENCE IN JUNE, 1967.
CONDITION DESIGNATIONS ARE BASED
ON EXTENSIVE FIELD SURVEYS
CARRIED OUT DURING 1966. SURVEY
CRITERIA AND METHODS ARE
DESCRIBED IN THE TEXT.

LEGEND



0 100 200
SCALE IN FEET



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 5: CONDITION OF BUILDINGS

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

Buildings of Architectural and Historical Merit

The few notable buildings in the renewal area were built prior to 1865; construction after that date consisted primarily of single-family, semi-detached and row housing for workers in nearby industrial areas. Due to the nature and pattern of this settlement, the Hamilton Branch of the Architectural Conservancy Society recommends that only a few structures in the North End Area be preserved. Their past and present uses and significance are briefly described below.

The Old Custom House at 51 Stuart Street is recommended for conservation on both architectural and historical grounds. Constructed in 1863, it was originally designed to serve as an integral part of the Grand Trunk Railway system. With the subsequent expansion and reorganization of the system by the Canadian National Railways, the building was abandoned and later sold. It was last used for manufacturing purposes by its present owner, although for the last few years it has been vacant and is in an advanced state of disrepair. The building's original classic style can best be described as Italian Renaissance and the Society considers it to be one of the few representative structures of its size and design remaining in the Hamilton area. The location of this building is shown on Map 3.

The commercial buildings on James Street North between Picton and Simcoe Streets are similarly recommended for consideration. A typical example is the row of buildings at 436 and 440 James Street North which reflect the Georgian influence and detail of an early period of construction. Also noted as an example of the elegance of Georgian detail is the building at 493 James Street North. The Society recommends that renovation and continued use of these commercial buildings be considered.

The few residential buildings recommended for conservation by the Society are rated as being fine examples of the early stone architecture popularly associated with the Hamilton area. Houses located at

62 Macaulay Street West, 335-357 Macnab Street North and 60-62 Ferrie Street West are considered as typical examples of this early craft. Originally designed to serve as single-family dwellings, some of these houses have since been renovated to accommodate two and, occasionally, three families.

Population, Housing, Business and Economic Characteristics

Information concerning the 8,362 residents and 2,032 occupied dwelling units (as of 1961) in the North End is presented in Appendix 8.

Appendix 9 describes the 77 commercial establishments with their total annual receipts of over \$2,000,000 per year which were located in the North End in 1961.

Appendix 10 shows that the total property assessment for 1966 was just over \$7,000,000 of which about \$4,500,000 represented residential property, \$1,000,000 was non-residential and \$1,500,000 was tax-exempt property.

Present Municipal Finances

Hamilton's commitment to urban renewal has been amply demonstrated by the inclusion of funds in the 1967 Capital Budget sufficient for the continuing implementation of the Civic Square, York Street and North End projects. However, this has only been managed with some difficulty, as is discussed in the "Five-Year Capital Budget Program for the Years 1967-1971", since there are many conflicting demands upon the money available to the city for capital expenditures. The total amount available from debentures is limited by the guidelines set forth by the Ontario Municipal Board, that authorized debt shall not exceed 25% of total assessment, and is further limited by the city's own policy that debt repayment charges shall not exceed 25% of tax revenues.

The funds already allotted for the North End renewal program are based on the estimated costs for implementation of the 1963 redevelopment plan. A summary of these estimated costs, the amounts already expended for implementation and the amounts still available within the Capital Budget is given in Appendix 11.

PART TWO: THE CONCEPT PLAN

This Part is concerned with:

- the determination of the future role of the North End within the expected future development of Hamilton.
- the preparation of a concept plan for the overall scheme area.
- a cost analysis of the proposed urban renewal projects.
- the selection of specific projects which are considered feasible and desirable for implementation within a period of about six years.

PART TWO: THE SCHEME CONCEPT

1. GENERAL DESCRIPTION

The North End, one of the oldest and once one of the better residential areas in Hamilton, had been declining for many years when, in 1961, the City Council decided that public action was merited to maintain and improve it as a desirable residential area.

Background

The North End has some unique characteristics as a residential community. It can be compared to an "island" of housing in that it is completely surrounded and to some extent cut off from the rest of the city by heavy industrial plants, the harbour with its mixed waterfront uses and several railroad tracks. The area has long had several locational advantages including proximity to downtown and to the employment centres of the city and an elevated position next to the harbour which provides magnificent views. The physical elements which tend to separate it from the rest of the city have also served to give the area a sense of identity and have contributed to its functioning as a partially self-contained community.

The North End also had a number of disadvantages apparent in 1961 which had developed over a long period and which, with a few exceptions, are still present. Due to the proximity of large industrial areas and to the road layout, there is very heavy auto and truck traffic on several North End streets. There are a number of industrial establishments adjacent to or scattered within the Area which are not compatible with residences due to noise, odour, congestion due to truck loading, unsightly appearance, etc. The community facilities were inadequate in many ways in 1961 and a considerable proportion of the houses were in poor condition due to both inadequate original construction and lack of regular maintenance.

In recognition of the investment represented in the North End, the possibility of alleviating the blighting influence therein, the desirability of providing an improved residential environment and the economic advantages to the city of encouraging new development, the City Council designated it as a redevelopment area and by 1963 had adopted a redevelopment plan for the Area. The basic principles of this plan were:

- the redevelopment of areas with concentrations of substandard structures.
- the removal of all heavy truck traffic and most through automobile traffic by the provision of a "Perimeter Road", providing an alternate and more convenient route around the southern and eastern perimeters of the North End, and by other revisions to the road system.
- the retention and improvement of the majority of the existing housing coupled with spot acquisition and clearance of substandard buildings.
- the provision of generous and centrally located sites for new schools and a new park.
- the provision of sites for public housing.
- the designation of substantial areas in the west and northwestern parts of the Area for private development with apartments, offices, stores and waterfront uses; these areas and uses being those considered the most attractive for private redevelopment.
- the provision of adequate sewers and other utilities for the entire Area.

Implementation of this plan has proceeded since January, 1965, with sites provided for the schools, park and public housing plus progress with the acquisition of houses which cannot be economically rehabilitated or which are located on the proposed right-of-way for the Perimeter Road.

The Concept

The formulation of the Concept for the North End area stems from the determination of the future role for this area within the context of the future role of the immediately adjoining areas. The "Future Role of the Area" map (No. 6) indicates in a diagrammatic manner the possible long-term concept of development and redevelopment for the



HAMILTON HARBOUR

LEGEND

North End

- residential
- single family
- multiple family
- commercial
- institutional
- major open space
- industrial—service
- downtown centre
- generalized circulation and access

Area Context

-
-
-
-
-

NORTH END URBAN RENEWAL SCHEME CITY OF HAMILTON

MAP 6: FUTURE ROLE OF THE AREA

MURRAY V. JONES & ASSOCIATES, LTD.

MARCH 1968



its close proximity to the downtown centre of Hamilton (which is within about 1 mile) and the direct accessibility of this area to the harbour and to a future city waterfront park and recreation use. Other essential characteristics which support the maintenance and improvement of this area for residential use are its proximity to the future east-west expressway and the regional transportation system, its magnificent views of the harbour and the already established residential and community amenities of this area.

The previous decision of the City to preserve and improve the North End as a residential area, which subsequently resulted in the preparation and partial implementation of the redevelopment plan, is consistent with the future role of the area as determined here. The principles on which the redevelopment plan was based remain valid, although these have been modified somewhat in accordance with present circumstances. The concept plan, which is described and illustrated in its various aspects on the following pages and maps, supplements the previous redevelopment plan and incorporates the following overall objectives and principles:

- (1) to undertake the early development of the proposed Perimeter Road in order to reinforce the role of the North End as a residential precinct by the reduction of disruptive industrial and other through traffic;
- (2) to strengthen the existing neighbourhood focus by the addition of local shopping and office uses in order to create a neighbourhood or community centre;
- (3) to utilize the advantages of this harbour residential area which is close to downtown Hamilton for the development of a city waterfront park, recreation area and scenic drive;
- (4) to utilize the amenities of this precinct for high-density residential development and redevelopment which would be oriented to the harbour and related to the adjacent waterfront park facilities. Only after

HAMILTON HARBOUR

LEGEND

- | | | | |
|--|--|-----------------|--|
| Residential - Low Density | | Institutional | |
| " Medium Density | | Industrial | |
| " High Density | | Commercial | |
| Open Space | | Arterial Roads | |
| Scheme Area Boundary | | Collector Roads | |
| Areas of Possible Long-Term Future Redevelopment | | | |



100 0 100 200
Scale in Feet

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
 MAP 7 : THE CONCEPT PLAN - LAND USE
 AND CIRCULATION
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 MARCH, 1968

HAMILTON HARBOUR

EASTWOOD
PARK

LEGEND

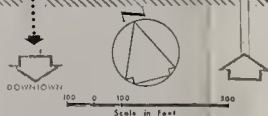
Existing	Proposed	Existing	Proposed
High-rise Residential	Low-rise Residential	Commercial	Institutional
Park, Open Space, Walkways	Points of Vehicular Access		
		Industrial	Public Transit Proposals

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

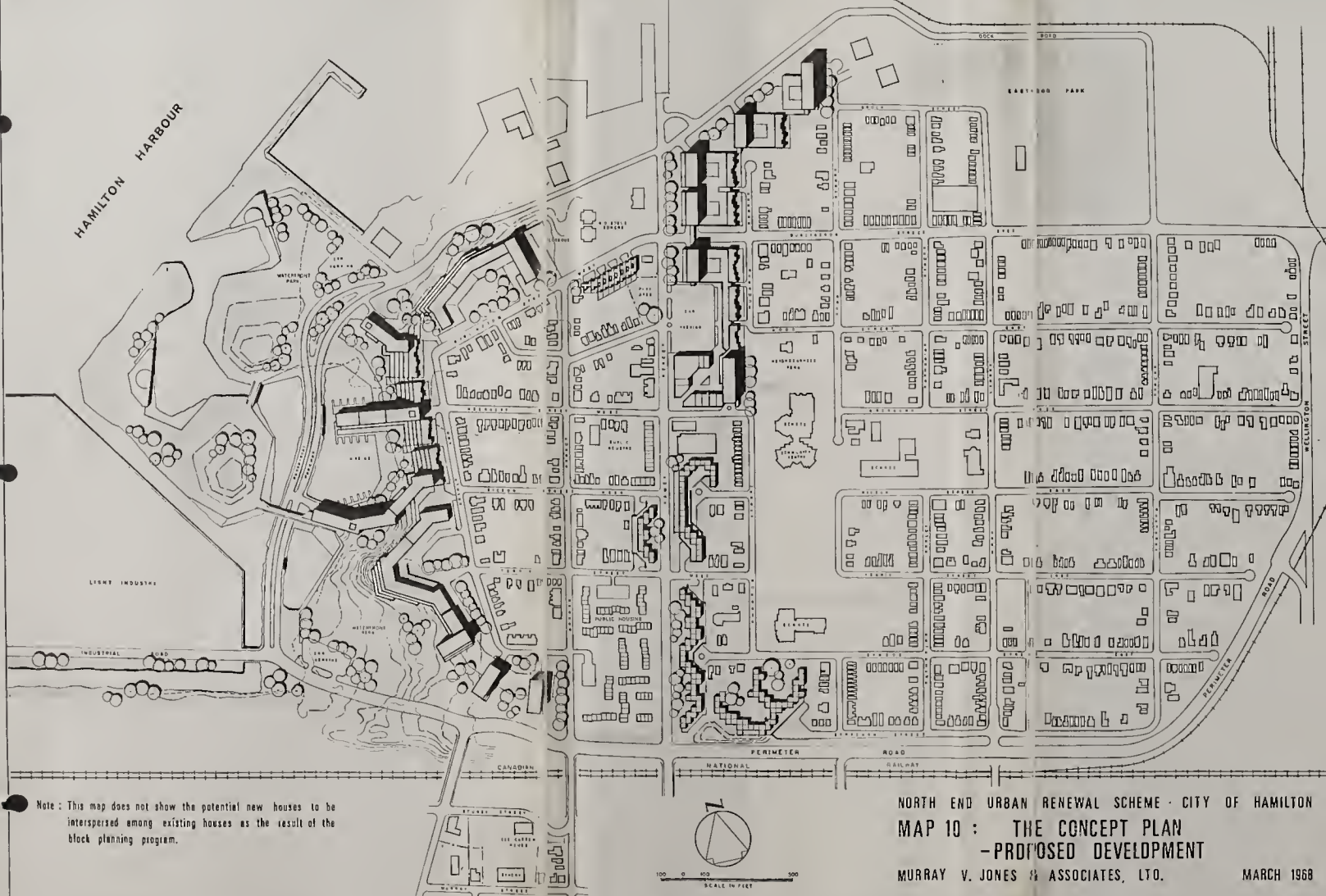
MAP 9 : THE CONCEPT PLAN
- URBAN DESIGN PRINCIPLES

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HAMILTON HARBOUR



Note: This map does not show the potential new houses to be interspersed among existing houses as the result of the block planning program.

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 10 : THE CONCEPT PLAN - PROPOSED DEVELOPMENT

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all of the high-density areas indicated on the Concept Plan of Land Use have been developed should the areas indicated on the map for possible long-term future redevelopment be considered. Any long-term redevelopment should be carefully staged within these areas to minimize disturbance to adjoining uses awaiting redevelopment;

- (5) to undertake public action to encourage and assist the conservation and rehabilitation of the existing housing stock, including the provision of improved parking facilities, and to undertake positive policies to maintain the stability of existing areas of low-density housing;
- (6) to undertake the public acquisition and clearance of sites to provide for new apartments and commercial buildings;
- (7) to develop an open space system for the North End which provides space for active and passive recreation and facilitates pedestrian circulation by providing physical connections which are generally separated from vehicular traffic, as shown on the Urban Design Principles Map.

The concept plan presented here represents a future pattern and organization of development, redevelopment and rehabilitation for the North End which is considered to best meet the principles and objectives discussed above. It includes numerous redevelopment proposals along with the retention of much of the existing housing.

The emphasis of the concept plan on housing is illustrated by the statistics in Appendix 12 which show that the North End would accommodate some 12,600 persons after the implementation of the plan. This would comprise about 4,800 persons in the existing houses which are to remain and about 7,800 in the new housing to be constructed (or recently constructed), compared to the 8,362 people who lived in the North End in 1961 and the estimate of 7,660 people in 1967.

Improvements to the road system are a basic part of the concept plan; the intention is to eliminate the existing heavy truck traffic from

residential streets by providing alternate routes which are convenient and which can be designated as the only permissible routes for through truck traffic. The proposed new "Perimeter Road" and "Dock Road" along the borders of the scheme area are provided for this purpose. The main route for traffic within the Area is along portions of Burlington and James Street, while access routes to and from the North End include Bay, Macnab, James and John Streets on the south and Burlington on the east. Other routes of lesser significance are shown on the Land-use and Circulation map and constitute a system of "collectors" within the Area, consisting mainly of existing streets.

An arc of high-density residential development oriented to the harbour is proposed to best utilize the choice residential sites at the top of the bank overlooking the harbour. Such development would greatly increase the housing stock in this central part of Hamilton, would provide a desirable type of alternative accommodation to single-family housing and would be of substantial financial benefit to the city. It is not intended that this proposed development should create a physical barrier around the North End separating it from the harbour. As shown on the map of Urban Design Principles, a variety of buildings ranging from high-rise to low-rise and in a terraced form related to the topography is proposed, which would facilitate visual and pedestrian penetration to the waterfront and would reduce the contrast in scale between high-rise apartments and nearby houses. Furthermore, several walkways integrated with the development are proposed to provide public access to the waterfront area. The diversity of building heights should also result in a variety of dwelling types including some with access from the ground or from galleries. The integration of water areas within sites for apartment development is also proposed. These water areas would be connected to the harbour through the waterfront park.

The proposed density for these high-rise apartment projects is about eighty dwelling units per acre which is about the maximum permitted under the existing zoning regulations for "E - Multiple Dwelling" zones. A minimum of 125% off-street parking should be provided in accor-

dance with existing zoning regulations of which it is recommended that 75% should be underground.

A low-density residential development proposed for the majority of the Area represents existing single-family housing as improved by a conservation and rehabilitation program including the clearance of sub-standard houses and the addition of new private houses. Several blocks fronting on the southern part of James Street are designated for medium-density residential development including some public housing; the locations were determined mainly by the need to remove existing sub-standard or obsolete structures.

Community facilities in the North End are particularly good, due mainly to the progress already made in the implementation of the 1963 redevelopment plan. Three new schools, a public park, a community centre and several churches are grouped at the centre of the North End, conveniently accessible to all residents. This group of existing facilities along with the large existing Eastwood Park and the McIlwraith School are shown on the Land-Use map with one important addition - a large park and recreation area extending along the entire length of the waterfront within the scheme area. This site is the only centrally located waterfront property in Hamilton which is available for park and recreational uses and should be maintained, largely in public ownership, to serve these purposes. Development of this nature in conjunction with the privately proposed housing development adjacent to it is apparently feasible by filling some of the relatively shallow harbour and would be a very desirable transformation of the existing waterfront. Attractive and convenient auto and pedestrian access to this recreational area is important; proposed routes are shown on the accompanying maps.

A large mixed commercial-residential development is shown on the east side of James Street, between Burlington and Macaulay Streets. Alternatively, this development could be entirely commercial. The shopping facilities and office space would serve both the North End and surrounding residential and industrial areas. This grouping of activities,

together with the adjacent playgrounds, community centre and schools, would form a desirable neighbourhood or community focus for the North End.

The open space system proposed in the North End comprises existing and future elements of public and private open space and includes public parklands, pedestrian walkways, the pedestrian area in the neighbourhood shopping centre, the school and community centre playground area and the waterfront park and recreation area. The Urban Design Principles map indicates a system of pedestrian walkways connecting the neighbourhood centre with the waterfront park, the school and community centre and the major concentrations of housing.

The area of industrial development shown to the west of the North End and north of the CNR yards also expresses the established intention of the City and the Hamilton Harbour Commission to provide for additional waterfront industrial development by landfill in this part of the harbour. The proposal is included in this concept plan with the reservations that the industries located thereon must not detract from the residential and recreational areas nearby and that suitable landscaping treatment must be provided. The existing industries which surround the Area on the northeast, east, southeast and southwest sides are also shown on the Land-Use map and indicate the somewhat isolated nature of the North End residential community.

A complete program of necessary improvements to street surfaces and to the public utility systems is also included in the concept plan. This would include the reconstruction of poor street and sidewalk surfaces, the provision of separate storm and sanitary sewers and the installation where feasible of underground hydro-electric and telephone lines.

2. PROPOSED PROJECTS

The many projects proposed as part of the North End concept plan are discussed individually below. The location and boundaries of each proposed project are shown on the map "Proposed Projects" while the map, "Proposed Development", indicates in sketch form an example of the specific development which could occur in accordance with the proposed urban design principles and other objectives. The system of lettering applied to the various projects is for identification purposes and is related to the generally anticipated sequence of publicly sponsored renewal.

Several of the proposals which were part of the 1963 redevelopment plan are now in various stages of completion or are at least committed for construction. The new St. Lawrence Separate School is now in operation (September, 1967). The senior citizens apartment building (Kenneth D. Soble Towers) on Burlington Street West is fully occupied. The privately developed high-rise apartment building at John and Guise Streets is complete while the construction of another similar building on the same site is planned.

The Ontario Housing Corporation is involved in the construction of public housing on two sites adjacent to James Street. Ninety-one units of row housing are proposed for the site formerly occupied by the Canadian Cotton Company while seventeen units are under construction on the second site. The neighbourhood centre development (schools, park and community centre) has been nearly complete for some time. Only when the Perimeter Road is completed can the two portions of John Street be closed and the two sites east of John Street (the St. Lawrence Separate School and the extended playground for the Centennial Junior School) be incorporated into the project.

Project A - Perimeter Road

One of the most serious blighting influences in the North End is the extremely heavy truck and through auto traffic on the residential streets. The construction of the Perimeter Road will eliminate this problem and is thus one of the basic requirements of the plan, with the overall success of the plan dependent on it. It must therefore be given high priority. It also formed a basic part of the earlier redevelopment plan and a large portion of the land required for its right-of-way has already been acquired and cleared.

The proposed Perimeter Road is a four-lane arterial type with a central median where possible and with appropriate channelization of turning movements to facilitate smooth traffic flow and minimum interference at intersections. The right-of-way illustrated on the map of Proposed Development (No. 10) is considered to be desirable in providing adequate traffic capacity and convenience while minimizing cost and house clearance. However, it must be recognized that further engineering studies and the preparation of final engineering plans may dictate the need for some modifications, particularly near its junction with Bay and Macnab Streets. It is believed that the houses on the west side of Wellington Street could be retained (contrary to earlier functional plans) by limiting the Perimeter Road to four lanes except at intersections, by widening of the Wellington Street right-of-way on the east side and possibly by the provision of rear lanes for auto access to the houses concerned.

Project B - Block Planning and Rehabilitation

The retention and improvement of the majority of the existing housing in conjunction with the spot clearance of substandard buildings and conflicting uses is one of the basic principles underlying this plan. This procedure is proposed for all the existing residential areas where redevelopment is not proposed. The extensive area involved is apparent from the map of "Proposed Projects". The map "Proposed Development" shows the buildings which are expected to remain

in the rehabilitation areas; the small blank areas represent potential sites for new housing although no attempt has been made to show houses thereon.

Although the rehabilitation work should be commenced immediately, its completion over the whole area will require a long period of time; it has therefore been given second priority.

Block planning and rehabilitation will involve the following procedures, the details of which are fully discussed in Parts Three and Four of this report:

- the acquisition and clearance of all substandard buildings whose rehabilitation is not economically feasible;
- the acquisition and clearance of commercial or industrial buildings which have a blighting effect on the residential environment;
- public action to encourage and assist residents with the rehabilitation and improvement of the remaining houses;
- necessary improvements to all public services (road surfaces, sidewalks, sewers, water mains and gas, hydro-electric and telephone lines);
- the provision, where feasible and necessary, of off-street parking facilities;
- the re-use of all appropriate vacant land for private housing, there being a considerable demand for such re-use;
- the preparation of detailed plans for each block indicating the properties proposed for clearance, the proposed uses for all land, the proposed new construction (of private housing) and other details;
- discussions and meetings with local residents to give them the opportunity to participate in the planning for the rehabilitation of their neighbourhood and houses. Their cooperation is essential to the success of the rehabilitation program and their desires and interests must be considered in determining such matters as the timing of property acquisition and the manner of providing car parking space.

Project C - Senior Citizens' Housing (K.D. Soble Towers)

The present site of the new senior citizens' apartments consists of slightly over 1 acre, although the original plans were based on a 2-acre site to be obtained by the closing of Burlington Street and the use of land to the south. It is now proposed that the northern portion of Macnab Street be closed permitting the expansion of the

senior citizens' site to the west to the same total of 2 acres. It is also proposed that the small parcel of land (0.7 acres) south of Burlington Street, formerly intended as part of the senior citizens' site, be developed in medium-density housing (for example, row housing).

The westward expansion of this site will infringe slightly on the present Bayview Playground, which will, however, be of adequate size for its purpose until such time as it is incorporated into a proposed apartment site; by that time, the small new playground proposed across from the neighbourhood shopping centre should be developed (this is discussed further under Project "G").

The obligation to expand the senior citizens' apartment site was incurred some time ago and, as the proposed extension westward of the site can proceed at any time, it is proposed that this project be undertaken as soon as possible. The site south of Burlington Street is now partially cleared and, in view of the intense demand for new housing in the North End, it is recommended that its development for multiple-family housing should also have high priority. The proposed development shown on Map 10 indicates nine courtyard row houses with individual auto access and garage parking.

The map of proposed development also indicates a small "lookout" immediately to the west of the senior citizens' site, overlooking the harbour and connected by walk-ways to the adjacent high-density housing, to Macnab and Burlington Streets and to the Waterfront Parkway. The design and installation of this lookout (with signs, benches, decorative paving, walk-ways, etc.) should be the responsibility of the City and could be completed at any time since the land is already owned by the City.

Project D - Bay Street Apartments

This is one of the several excellent apartment sites in the North End. It is in a particularly prominent position, is easily accessible from downtown and is adjacent to the proposed waterfront and

park development. Densities of about eighty dwelling units per acre with 75% underground parking are recommended. Site planning, landscaping and auto and walk-way connections are indicated on Map 10 - "Proposed Development". The total area is about 3.1 acres and would thus accommodate about 250 apartments in two high-rise buildings located approximately as shown on this map.

An easement will be required along the alignment of Bay Street due to important existing utility lines and thus the development must be divided into two parts. Since the western half is now vacant and can be developed independently of the eastern half, and due to the demand for new housing, it is recommended that the western part (Project D1) have high priority. Since the eastern part is now occupied by housing of "fair" quality, it is proposed that it should have a low priority. During the interim period provision must be made for access to the existing houses on the east side of Bay Street.

Project E - Dock Road

This road is proposed as an alternative to the local residential streets for truck traffic generated by the docks to the north. The provision of this truck route should be complemented by regulations and signs prohibiting through truck traffic from all North End routes except this Dock Road, the Industrial Road and the Perimeter Road. The proposed right-of-way includes portions of Ferguson and Guise Streets plus a 100-foot strip along the northern border of Eastwood Park (to allow for the roadway and the proposed railway spur line to the Centennial Dock). A turning bay at the western extremity of this road (just east of James Street) should be included for the convenience of trucks.

The purpose of the Dock Road is the same as that of the Perimeter Road - the elimination of truck traffic from residential streets - and it should have the same high priority.

Project F - Brock Street Apartments

This is one of the several choice sites for new apartments in the North End. It has an elevated location overlooking the harbour, is adjacent to other new high-rise developments and has convenient access. Furthermore, the site is now partially vacant, includes portions of two streets which can be closed and presently contains a large proportion of substandard buildings. The site consists of about 6.1 acres and could accommodate nearly five hundred dwelling units at the density of eighty units per acre recommended for high-rise development in the North End. Four north-south oriented high-rise buildings are proposed in conjunction with two-storey ground access garden apartments located along Hughson Street to retain the scale of the existing housing. An appropriate form of site development is shown on Map 10.

The factors governing the priority of this project and the two projects (G and H) discussed below are very similar. The desirability of eliminating substandard buildings, of providing for new facilities in the area and of improving the appearance of the areas adjacent to James Street indicates a relatively high priority for the three projects, though not as high as that of the road and housing proposals discussed above (Projects A to E). Consequently, these three projects have approximately equal priorities, after Projects A to E, with the precise timing to be determined at the time of implementation.

It is recommended that this project be undertaken in two stages with the first stage (Project F1) consisting of the land west of Hughson Street due to the predominance of "poor" buildings and vacant land.

Project G - James Street Commercial

The redevelopment of this two-block site is proposed due to the generally poor condition of the existing buildings, the demonstrated need and demand for new shopping facilities in the North End and the

excellent location of this site at the junction of the two major roads through the area. Two alternatives for this site are possible: an integrated development of retail commercial, office and residential uses such as is illustrated on Map 10, "Proposed Development", or the development of the entire site for commercial and office use. Each of these alternatives would capitalize on the advantages of the site and would form, along with the adjacent school-community centre, a neighbourhood focus for the North End.

The choice between the two alternatives should be left to the developer; the feasibility of each of the alternatives, and the conditions which will determine the choice between them, are discussed in a later section on the "Feasibility of Proposed Uses".

Under the first alternative, the commercial component of the development should consist of up to 20,000 square feet of retail commercial space at grade level plus about 10,000 square feet of office space located on a portion of the second floor and oriented to James Street with respect to auto access and public transit. The final allocation of office space, however, should be at the option of the developer. Should the need for a more substantial office component be identified, then it would be appropriate to expand the second level office space and to substitute office space for residential space in all or part of a high-rise building at the corner of Burlington and James Streets. The car parking requirement for a more substantial office component should be accommodated in a structure either above or below grade in order to preserve the landscaped open space amenity for residential use. The retail commercial facilities should include a food store, restaurant and small shops grouped around a central open square which would form the primary pedestrian space of the proposed development.

The area allocated for car parking and access is based on a ratio of 3:1 of parking space to retail commercial space. It is estimated that the parking area requirements (of about 7,000 square feet) for the proposed 10,000 square feet of office space could be adequately

met by the shared use of the 60,000 square feet parking area provided for the retail uses, on the assumption that the periods of maximum parking demand for the retail uses would not coincide with normal office hours.

The residential component would consist of 250 apartment units with 225 of them located in two high-rise structures, the one at the northern end of the site being an extension of the proposed apartment development north of Burlington Street. The apartment structure located on the southern portion of the site would be physically integrated at its base with the two-storey shopping structure with part of its open space requirement consisting of the shopping square. The east elevation would overlook the open area of the Bennetto Senior School. The remaining twenty-five units would be two-storey ground access garden apartments located along Hughson Street opposite existing single-family housing.

The second alternative would provide up to 50,000 square feet of retail and service stores, with a corresponding increase in the office component. The parking ratio of 3:1 would require some 150,000 square feet of land, and would be intended also to accommodate the parking needs of office users, unless the amount of office space were in excess of 25,000 square feet. As in the first alternative, the amount of office space to be built should be at the option of the developer.

The substandard buildings directly across James Street from the shopping centre should be cleared concurrently; the proposed re-uses are an enlargement of the existing service station site and a small playground to replace the Bayview Playground north of Burlington Street (see Project C description).

It may be desirable to build this commercial centre in two stages in order to spread the City's financial and relocation burden, to facilitate coordination with the clearance of nearby retail businesses and to comply more closely with the expected demand for new development in the North End.

This project has the same priority as Projects F and H and must be scheduled in conjunction with Project H.

Project H - James Street Housing

The redevelopment of these blocks is primarily proposed to eliminate the high proportion of substandard buildings. The most appropriate re-use for these sites is considered to be housing of medium density in keeping with the adjacent uses and the proximity of attractive community facilities. Multiple housing of about twenty units per acre density is therefore recommended, privately sponsored to avoid an over-concentration of public housing and preferably of varying types in contrast to the public row housing project directly across the street. Vehicular access should be provided from the side streets (Picton, Ferrie and Simcoe) rather than from James Street while a buffer of landscaping should be provided wherever possible along the James Street frontage. The total area of 4.9 acres would provide for nearly one hundred units, the number varying considerably with the type of housing chosen.

The priority for this project is approximately the same as for Project F and G. However, the precise scheduling must be arranged to provide the opportunity for the retail stores on James Street to relocate directly into the commercial centre and to retain convenient shopping facilities for residents prior to its completion. Since the two southerly blocks include the poorer buildings, it is proposed that they constitute the first phase (H1) of a two or more stage development.

Project J - Picton Street Housing

This site is presently occupied by a truck transport firm and while their small office and truck-loading facilities are in satisfactory condition, the associated truck traffic is not appropriate within the North End. Medium-density residential development similar to that proposed immediately to the south (Project H) would be suitable for this property and has been illustrated on the map of potential development.

This and the following project represent desirable redevelopment projects but the buildings to be replaced are not in such poor condition as in projects discussed previously. These two projects (J and K) have therefore been given equally low priority.

Project K - Hughson Street Housing

The proposed redevelopment of this site is based on the considerable proportion of substandard houses and on the desirability of some street closings in connection with the construction of the Perimeter Road. It is recommended that the site be used for some form of medium-density family type housing, either for private ownership or rental. Some seventy dwelling units could be constructed on this 3.6-acre site. The potential development map illustrates the desirable orientation towards the school site and away from the Perimeter Road with auto access from Strachan Street. Some underground parking would be desirable, as would a walkway connection from the school area to James Street.

Project L - Wood Street Apartments

This site is recommended for high-rise apartments because of its excellent characteristics for such use and because much of the site is now vacant or consists of street rights-of-way which can be closed. The remainder of the site consists of playground space which is to be replaced elsewhere plus two small groups of houses.

A combination of high-rise apartment buildings plus terraced housing of two to five storeys is proposed here. The high-rise buildings should be placed at right-angles to Burlington Street to minimize their barrier effect while the terraced housing should be located along the slope, oriented directly to the waterfront, and connected to the high-rise structures to provide gallery as well as ground level access. Public walkways leading between Burlington Street and the waterfront should be provided and auto access should be from both Burlington Street and from the Waterfront Parkway. The landscaping and walkway

provisions should be integrated with those of the private development to the southwest and of the public lookout to the east.

The 4.4 acres of this site would be suitable for about 350 apartment units.

Due to the relatively good condition of the existing housing, both this and Project M have a low priority for redevelopment.

Project M - Ferrie Street Apartments

The characteristics of, and proposals for, this site are very similar to those listed for Project L except that no playground is involved and there are many more houses presently on the site. The site consists of 5.5 acres which is suitable for about 450 apartments.

Waterfront Development (Projects N to R)

A private developer has already made considerable progress in assembling land along the North End waterfront and in filling the adjacent shallow part of the harbour to ultimately provide large level areas for residential and industrial development. The maps of land use, urban design principles and proposed development (Maps 7, 9 and 10) illustrate an integrated and comprehensive plan of development for the entire waterfront area which would include the proposed private developments, a large park and recreational area next to the harbour and a road system for the area integrated with the adjacent development proposals. Each of the proposals is illustrated on the maps and described below; the proposals are, however, subject to considerable change as a result of uncertainty regarding the amount of harbour which can economically be filled.

It is recommended that the City (acting on behalf of the partnership), the Hamilton Harbour Commission and the interested private developer cooperate closely to develop a feasible plan for the waterfront which best meets the interests of all parties. Substantial benefits are possible for the three parties from such an arrangement. Both the City and the developer should be prepared to exchange parcels of

land as considered desirable, to contribute land for the required roadways and to participate in the costs of constructing roads and installing associated services as required, while the Harbour Commission could sell or lease its lands as preferred.

The particular advantages which could accrue to the developer from cooperative preparation of an appropriate site plan include: financial assistance with the provision of arterial roads, trunk sewers and trunk water mains; possible exchanges of land to provide improved site shape and location; the possible closing of existing streets to permit use of the rights-of-way; and a slightly increased density as described under the "Waterfront Apartments".

The assignment of definite priorities to these several waterfront projects is difficult. The projects are mainly outside the presently developed portion of the North End scheme area; they are therefore less urgent than some of the proposals already discussed and there is no need for coordination (in terms of timing) with the other proposals. However, some private development can be expected and would be desirable in the near future and it is strongly recommended that the City and the partnership participate as necessary in providing the complementary public facilities required. Thus the proposals such as the Industrial Road and the Waterfront Parkway (first half only) could have a relatively high priority depending on the developer's progress.

Project N - Waterfront Apartments

The potential development indicated on Map 10 for this area is designed to utilize the steep slope of the site and the broad view over the harbour, to relate the development to the proposed waterfront park and to minimize the disturbance to the existing development to the east. A combination of high-rise apartments placed at right-angles to Bay Street plus two to five-storey terraced housing integrated with the slope and parallel to Bay Street is proposed. Auto access from both Bay Street and the Waterfront Parkway should be provided.

Public walkways at each end of the site plus internal walkways should be provided to allow views of the harbour and to lead down the slope to the waterfront. A suitable small boat marina would reduce the land-fill requirements and would substantially contribute to the amenities of the adjoining apartment development.

The properties fronting on the west side of Bay Street should be included in this project to permit access from Bay Street and to take best advantage of the sloping land. To encourage the inclusion of this Bay Street frontage in the overall plan and to compensate for the relatively high cost of its private purchase, it is recommended that the maximum density applicable to the entire project could be slightly increased after joint agreement on a suitable site plan.

Should the private developer be unable or unwilling to include the Bay Street frontage in the overall plans for the waterfront redevelopment, then a strip of land at least 120 feet deep along Bay Street should be left undeveloped to provide a minimum amount of land for redevelopment at some later date. In this case, the possible later redevelopment of this frontage should be limited to about twenty units per acre.

Project O - Waterfront Industry

The privately sponsored development of this waterfront industrial property is already underway. Uses in this area should be restricted to the light industrial and warehouse type which are carried on entirely within closed buildings and which emit no objectionable noise, odours, smoke or dust. Appropriate siting, landscaping and off-street parking requirements should be enforced. It is recommended elsewhere that this area plus several other areas in the vicinity of Bay Street and the Perimeter Road should be zoned for a "prestige" type of light industrial development. Development of this type would be beneficial to the city and would serve as a buffer between heavy industrial areas and residential areas.

This is an entirely private proposal and can proceed independently of other North End proposals.

Project P - Waterfront Parkway

This parkway is proposed as a scenic drive through the Waterfront Park which might eventually extend much further along the waterfront. It is intended to accommodate cars and light trucks only; its purpose is to form part of the possible future waterfront parkway, to provide local access for both the recreational and residential areas adjacent to it and to provide a link (except for heavy trucks) between the established dock area to the east and the proposed waterfront industrial area to the west. The "parkway" type of development which is proposed is not similar to a freeway; it should be subject to usual city speed limits, would permit some direct access and differs from an ordinary city street mainly by its landscaped median and verges. It is recommended that sufficient right-of-way be provided for a median and two separate roadways each two lanes wide but that only one roadway be provided until connecting portions of the parkway can also be constructed. The precise location of this parkway within the waterfront park has only been generally indicated at this time.

The design of the parkway should be integrated with that of the waterfront park through which it passes. A causeway construction could be employed to provide water on both sides with bridges to permit the passage of small boats. The median width could be varied to provide for groves of trees or landscaped mounds of earth.

Project Q - Industrial Road

The purpose of this road is to provide access to the extensive industrial area proposed by the Hamilton Harbour Commission, part of which is now being privately developed. The direct connection to the Perimeter Road would keep truck traffic away from residential streets while also providing convenient access to the waterfront recreation area.

Project R - Waterfront Park

This is a vitally important part of the Waterfront Development and indeed of the entire North End plan. It represents the only potential area for public waterfront park and recreational space close to central Hamilton. In this respect it is a semi-regional facility while, more locally, it not only contributes to the amenities of the North End but also substantially contributes to the environment of the several apartment buildings proposed nearby. The park should contain a variety of indoor and outdoor, passive and active recreational uses including such facilities as swimming pools, playing fields, an ice skating rink, a dance hall, boating marinas and footpaths.

The park could include the more than 5 acres of existing open space (the former "incinerator" site) plus over 30 acres presently under water but which could be either partially or fully developed by a land-fill operation extending towards the harbour head-line. The creation of the park largely by land-fill presents the opportunity to include waterways, lakes and islands. The water would be an extra and positive feature within the park as well as being useful for boating and as a buffer between the park and the proposed light-industrial area to the southwest.

The size, location and boundaries of the park area are only generally indicated at this time and are not intended to be precise; it should incorporate the main features suggested above, should provide a right-of-way for the Waterfront Parkway sufficient for a double roadway plus reasonable landscaping and must extend well towards the vicinity of Bay Street and the Perimeter Road so that its character and location are visible from those streets. Convenient auto and pedestrian access is essential.

A possible suitable form of development, including public parking areas and walkways down the slope, is illustrated on Map 10.

Project S - Old Custom House Site

Proposals for this block can only be tentative since final plans for the Perimeter Road and its connection with Bay Street are not available. However, the proposal described here and shown on the maps illustrates the basic objectives; the details may require later revision. The main purposes of this small project are to improve the historic and architecturally interesting old Custom House, to provide a larger school playground, to remove the three inappropriate and conflicting industries from the area and to provide for the necessary realignment of streets. The property at the corner of Bay and Murray Streets is considered suitable for a small warehouse or industrial service use which requires good accessibility and would also be suitable for an auto service station.

A low priority has been assigned to this project, subject to change if immediate action to improve the old Custom House becomes necessary. The redevelopment of the site at Bay and Murray Streets should be carried out at about the same time as redevelopment to the west of Bay Street (proposed for several years hence as part of the York Street urban renewal scheme).

Street Reconstruction

An extensive and long-term program of street reconstruction is proposed for the North End since the existing street surfaces are now mainly in fair or poor condition and will be further damaged by the installation of the proposed new separate sewers. To avoid damaging newly surfaced streets and to minimize overall costs, all underground facilities along any particular street should be replaced or improved as necessary prior to or during street reconstruction. Thus it is necessary that the street, sewer and other underground utility construction programs be carefully coordinated.

The priorities for the reconstruction of streets depends on their condition, the adequacy of the utility lines beneath them and the desirability of coordination, as much as possible, with adjacent private redevelopment.

Sewers

A long-term program providing for the complete replacement of the sewer system is proposed for the North End since the present combined sewer system is inadequate in terms of both quality (extreme age and poor condition of the sewers) and function (considerable quantities of raw sewage are mixed with the storm water which discharges directly into Hamilton Harbour). For these reasons, the City has already established the policy that separate storm and sanitary sewers be provided in conjunction with all road construction and reconstruction.

The proposed system of storm and sanitary sewers for the North End would include the following new components:

- (1) a large new storm sewer along Macnab Street;
- (2) the sub-trunk sanitary sewer as originally proposed for the 1963 redevelopment plan;
- (3) new trunk sewers and a pumping station to serve the proposed waterfront development (with the cost of these to be shared by the private developer).
- (4) separate local storm and sanitary sewers throughout the North End.

The proposed sub-trunk sewer (item 2) has a high priority for construction since it will relieve the discharge of raw sewage into the harbour, will provide the required connecting link between many other North End sewers and the new Western Interceptor Trunk sanitary sewer under Ferrie Street and will provide a necessary connection for the sewers to be installed along the Dock Road. The priority of other new sewers is related to the need to serve new developments and for coordinated construction of roads, sewers and other buried utility lines.

Where possible, the timing of sewer installation should coincide with that of adjacent redevelopment. The timing of the installation of the sewers and pumping plant to serve the waterfront area will depend on the final plans for the proposed private development thereon.

Waterworks

The construction work required for North End water mains in connection with the concept plan proposals consists of the following:

- (1) certain minor changes, extensions and improvements to the existing plant due to street closings and adjacent new developments.
- (2) new water mains to service the waterfront development (the costs of which should be shared by the private developer).
- (3) new water mains along James and Burlington Streets to service the proposed residential and commercial redevelopment.

In view of concern as to the ability of the existing water mains (all of which were laid between 1870 and 1913) to give trouble-free service for the future needs of this area, it is also recommended that all of them be cleaned and lined with cement mortar prior to the reconstruction of street surfaces. This is much less expensive than replacement of all the water mains. It is not known whether all the existing "services" (connections from the water mains to customers' property lines) would also need to be replaced or not, but this could be determined at the time of sewer installation.

The priorities of these waterworks projects depend on the need to service new development plus the need for coordination with street and sewer construction programs.

Gas Mains

Many of the existing gas mains in the North End are buried beneath the existing street surfaces. Should these be left in place

during street reconstruction, it would be necessary to excavate through the new surfaces whenever new service connections, disconnections of existing services or repairs are necessary in the future. For this reason it is proposed that such lines be relocated to the sides of the streets, as part of a coordinated program of sewer installation and improvements to utility lines followed by the reconstruction of street surfaces. A number of changes to the existing network of gas mains will also be necessitated by the street closures and building demolitions proposed in the plan.

Hydro-Electric Lines

The scheme area is presently served by a system of overhead hydro-electric lines. While the underground installation of these lines would be desirable in conjunction with road reconstruction, it would result in considerable costs to homeowners for the necessary new connections. Furthermore, many homeowners whose present wiring is of low (30 amp.) capacity, although possibly quite adequate for their needs, would be required to increase the capacity of the wiring systems within their own houses. This is a relatively costly procedure. For this reason, it is considered that underground wiring is justified only on streets where extensive redevelopment is expected and that it should be installed at the same time that the redevelopment occurs.

Subject to detailed planning, it is expected that underground wiring can be installed along streets where existing houses are to remain on one side only, without incurring extra costs for the homeowners. This would be possible by installing underground cable and underground transformers beside the street and using the street lighting poles (where possible, although some new poles may be needed) to support aerial service cables to individual houses. Should it be proven feasible to install new underground wiring without incurring significant extra costs for homeowners, then it is recommended that it be provided throughout the entire North End in conjunction with the road reconstruction program. It is expected, however, that the program will be

mainly restricted to Bay, Burlington, James, Hughson and Guise Streets and the Perimeter, Industrial and Waterfront Roads.

Telephone Lines

Since it is considered that the underground installation of utility lines is desirable in the North End wherever it is feasible, and to minimize costs as much as possible, it is proposed that the main telephone lines along street rights-of-way be placed underground in conjunction with street reconstruction, that the existing aerial lines in rear yards be retained and that new connections be placed underground where feasible.

3. RELOCATION

Implementation of the redevelopment proposals in the concept plan would result in the clearance of 512 houses, thirty-eight buildings partially used as residences and a further twenty-eight non-residential buildings.

Residential

The clearance of the 550 residential buildings would require the relocation of approximately 2,500 persons, as indicated in the table below.

Table 1

Estimated Residential Clearance and Relocation

<u>Project</u>	<u>Proposed Building Clearance</u>			<u>Estimated Population to be Relocated (approx.)*</u>
	<u>Houses</u>	<u>Mixed-Use Buildings</u>	<u>Non-residential Buildings</u>	
A	55	3	1	260
B	168	8	6	800
C	12	-	-	50
D2	17	-	-	80
F1	29	-	1	130
F2	17	-	2	80
G1	39	3	4	190
G2	40	-	1	180
H1	17	18	1	160
H2	16	5	1	100
JK	32	-	1	150
L	18	-	-	80
M	36	1	-	170
N	11	-	7	50
R	5	-	1	20
S	-	-	2	-
Total	<u>512</u>	<u>38</u>	<u>28</u>	<u>2,500</u>

*An average of 4.55 persons per residential or partially residential building was assumed (the same as the average for all residential buildings existing in 1961), on the basis that the buildings to be cleared are approximately typical in terms of proportion of multi-family occupancy, proportion of partially commercial use and in numbers of persons per family.

The figures in the above table are based on the buildings existing on July 1, 1967, and thus include some which have since been demolished for the Perimeter Road. Also, the estimate for Project B assumed that all buildings judged to be in poor condition would be demolished, although the actual number to be cleared may vary considerably depending on subsequent detailed planning and interior house inspections. Thus the above figures are only approximate but nevertheless indicate the substantial residential relocation which will be involved.

General information on the characteristics of the North End population and housing as of 1961 is presented in Appendix 6, which shows that North End dwellings have an average of 5.6 rooms, households have an average of 4.1 persons and families include an average of 3.7 persons. It is also shown that 68% of the dwellings are owner-occupied and that only 49% of the residents have been at their present address for five years or more.

The buildings to be removed are generally those in the poorest condition although some in fair condition and a very few in good condition must also be cleared to provide redevelopment sites. From general observations it is apparent that the buildings to be cleared are slightly smaller in average size than those to be retained. It is also known that the proportion of tenant occupancy is higher than average in the poor buildings.

Commercial and Industrial

Acquisition and clearance is also proposed for thirty-eight non-residential buildings and twenty-eight buildings partially occupied by non-residential uses. The majority of these buildings accommodate small stores but there are also several industrial, warehouse and garage facilities involved. The approximate amount of floor space involved was calculated by measurements made from Map 3, on the assumption that commercial uses occupied the entire first floor, and residential uses the entire upper floors, of buildings with mixed uses.

The amount of commercial floor space designated for clearance is about 40,000 square feet, including a small amount of office space and accommodating about forty businesses. About 70,000 square feet of industrial, warehouse and automobile garage space for about twenty establishments is also included, although some of this is in poor condition and is of very little value.

4. COST ANALYSIS

Cost estimates have been prepared for each element of this concept plan. While the estimates are in some cases preliminary and very approximate, they are considered suitable for their intended purpose, which is the preliminary evaluation of the feasibility of the proposals and the establishment of priorities within the limitation of City funds available for implementation. More detailed estimates for those projects proposed for early implementation will be included later with the first-phase plan.

Proposed Land Acquisition

The approximate areas of property involved in the concept plan proposals are summarized in Table 2 below, based on the project boundaries illustrated on Map 8. The Block Planning and Rehabilitation Project has been excluded due to the very large number of small parcels of land involved. The Waterfront Development has also been excluded from the total figures due to the lack of accurate data on land ownership. Also, street rights-of-way which are to remain in that use, e.g. portions of Strachan Street to be closed and incorporated into the Perimeter Road, are not included in the table. With these exclusions, the table shows that a total of 33.4 acres of presently or recently privately owned property is involved, of which 24.5 acres is intended for future private redevelopment and 8.9 acres for future public use (mainly for the Perimeter Road). Much of this 33.4 acres is still privately owned although a number of scattered parcels had already been purchased by May 31, 1967 (see Map A.10) and considerable progress has been made since in acquiring property for the roadway.

The table also shows that 11.2 acres of land now in public ownership (mainly city streets, parks and the former incinerator site) is to be redeveloped in private use while 27.2 acres (mainly the neighbourhood centre and public housing sites) is now publicly owned and is to remain in public ownership.

Table 2
Concept Plan - Areas of Proposed Land Acquisition

Project	Total	Land Areas (acres)			
		Present Private Ownership (1)		Present Public Ownership (2)	
		For Future Private Use	For Future Public Use	For Future Private Use	For Future Public Use
Neighbourhood Centre (3)	15.8	0	0	0	15.8
Public Housing Sites (4)	6.9	0	0	0	6.9
A Perimeter Road	7.8**	0.4**	7.4**	0	0
B Block Planning & Rehabilitation (5)	*	*	*	0	0
C Senior Citizens Housing (K.D. Soble Towers) (and adjacent housing (6)	2.7	0.7	0	0	2.0
D Bay Street Apartments					
D ₁ - west half (7,8)	1.5	0	0	1.5	0
D ₂ - east half	1.6	1.6	0	0	0
E Dock Road (9)	2.0	0	0	0	2.0
F Brock Street Apartments					
F ₁ - west half	3.2	3.2	0	0	0
F ₂ - east half	2.9	2.0	0	0.9	0
G James Street Commercial					
G ₁ - north half (& adjacent playground) (10)	3.2	2.7	0.5	0	0
G ₂ - south half	3.2	2.2	0	0.5	0.5
H James Street Housing					
H ₁ - south half	2.6	2.2	0	0.4	0
H ₂ - north half	2.3	2.1	0	0.2	0
J Picton Street Housing	1.1	0.8	0	0.3	0
K Hughson Street Housing	3.6	2.5	0	1.1	0
L Wood Street Apartments (11)	4.4	1.1	0	3.3	0
M Ferrie Street Apartments (8)	5.5	2.5	0	3.0	0
Waterfront Development (12)	*	*	*	*	*
N Waterfront Apartments (incl. water area)	11**	*	*	*	*
O Waterfront Industries (incl. canal & road)	19**	*	*	*	*
P Waterfront Parkway	6**	*	*	*	*
Q Industrial Road (from Bay St. to Waterfront Parkway)	2**	*	*	*	*
R Waterfront Park (incl. extensive areas of water)	40**	*	*	*	*
S Old Custom House	1.5	0.5	1.0	0	0
Total (excl. the Rehabilitation and Waterfront Development Projects)	71.8	24.5	8.9	11.2	27.2

*not calculated or not available.

**approximate.

Footnotes

- (1) The areas shown as "present private ownership" include all subdivided land within the project boundaries and thus include scattered parcels already purchased by the partnership (see Map A.10 for details of land ownership as of May 31, 1967).
- (2) City-owned street rights-of-way which are to remain in use as streets are not included here. Should their acquisition and later re-sale to the City be required for legal reasons, both transactions should be for the same token price. Where other public agencies, such as School Boards, Ontario Housing Corporation, etc., are involved in the purchase of former street rights-of-way, the details are provided in the footnotes.
- (3) Two portions of John Street of about 0.3 and 0.2 acres remain to be closed and purchased by the partnership while land parcels of about 2.3, 3.4 and 1.0 acres are intended for future sale to the Parks Board, Separate School Board and Elementary School Board respectively.
- (4) Negotiations for the closing of a one-block length of Simcoe Street (0.6 acres), its purchase from the City and the sale of the two sites to the Ontario Housing Corporation are now nearly complete. The total estimated area of 6.9 acres includes part of the existing Strachan Street (0.4 acres).
- (5) Not calculated due to the great many parcels of land involved.
- (6) Includes 0.6 acres of existing city streets and 0.3 acres of the Bayview Playground, which will be sold to the Ontario Housing Corporation.
- (7) This 1.5 acres includes about 0.5 acres of the Bay Street right-of-way which will be subject to easements and thus not available for construction.
- (8) This project includes part of the former "incinerator" site, the total area of which is about 6.0 acres excluding the street right-of-way. It is divided among Projects D1, M and R with approximately 1.0, 1.3 and 3.7 acres each respectively.
- (9) This proposed road will utilize existing streets for much of its length, including an unopened extension of Ferguson Street. A 50 ft. by 100 ft. triangle has been retained by the City at the intersection of Guise and Catharine Streets while about 1.5 acres will be required from the northern edge of Eastwood Park, in addition to the strip of land required by the Hamilton Harbour Commissioners for a railway spur line to the Centennial Dock (about 35 feet wide and about 0.8 acres).
- (10) This site includes three small City-owned lots which should be purchased for their redevelopment value.
- (11) The 3.3 acres of land now in public ownership includes 1.4 acres of streets, 0.7 acres of the Bayview Playground and 1.2 acres of land belonging to the Hamilton Harbour Commission.
- (12) Land areas given here are only approximate due to the lack of final development plans. Data on present ownership are not provided due to the lack of accurate maps of existing ownership. However, it is known that about half of the Waterfront Apartments site and nearly the entire Waterfront Industry site are now privately owned while virtually the entire remainder is publicly owned.

Acquisition Costs of Private Property

Estimated acquisition costs for all privately-owned property are given in Table 3. The properties concerned are all those within the project boundaries illustrated on Map 8 which were privately owned as of May 31, 1967 (see Map A.10) and for which public acquisition is proposed (the majority of the properties within the Block Planning and Rehabilitation Project are to remain in private ownership, as described later in this report). Estimates of acquisition costs, including allowances for contingencies, were provided by the Hamilton Assessment Department. An amount of 15% has been added to these estimates to allow for clearance and relocation costs (estimated at 10%) and for associated administrative costs such as appraisal fees and expenses of City staff directly connected with acquisition (estimated at 5%).

Table 3

Estimated Acquisition Costs of Private Property

<u>Project</u>	<u>Estimated Net Acquisition Cost</u>	<u>Allowance for Clearance, Relocation and Administration Costs (15%)</u>	<u>Estimated Gross Acquisition Cost</u>
A	\$ 441,760	\$ 66,264	\$ 508,024
B	1,975,180	296,277	2,271,457
C	62,480	9,372	71,852
D2	240,620	36,093	276,713
F1	466,290	69,943	536,233
F2	262,130	39,320	301,450
G1	579,260	86,889	666,149
G2	482,700	72,405	555,105
H1	382,800	57,420	440,220
H2	498,390	74,758	573,148
J & K	402,160	60,324	462,484
L	231,600	34,740	266,340
M	420,750	63,113	483,863
S	196,330	29,450	225,780
Total	<u>\$6,642,450</u>	<u>\$996,368</u>	<u>\$7,638,818</u>

Road and Utility Costs

The estimated costs associated with each of the many construction projects and programs included in the concept plan are briefly described below. Since final engineering plans are not available for some of the projects, they and their costs will be subject to modification. In some cases, the only figures which can be given are "pro-forma" allowances - amounts which are listed, in lieu of estimates, to serve as an indication of expected substantial costs. These very approximate cost figures are considered adequate to serve their present purpose of indicating the overall magnitude of the urban renewal scheme costs and determining an appropriate first-phase program. The work to be carried out in the first phase will be described in greater detail in a following section, along with further information on the costs involved.

The most recent cost estimate (February 1968) for the Perimeter Road is \$1,700,000 although the plan and the cost estimate are both being reviewed.

An amount of \$160,000 is shown for the Dock Road, which is an increase of 30% over the estimate given in the 1963 North End redevelopment plan.

Estimated construction costs for the Waterfront and Industrial Roads are not available, but "allowances" of \$200,000 and \$100,000 respectively are proposed to indicate the considerable costs involved. It is assumed that these costs will be shared with the private developer; amounts of \$100,000 and \$50,000 are therefore listed for the partnership's share of the costs.

The cost of the sub-trunk sanitary sewer is shown as \$850,000, based on the estimate in the 1963 plan plus 30% for cost increases in the interim. An allowance of \$3,000,000 is shown for the remainder of the proposed sewer program. This is based on the 1963 estimate plus 30%, with allowances added for the new Macnab Street trunk sewer and the partnership's share of new trunk sewers and a pumping station to serve the waterfront development.

An estimated amount of \$675,000 is shown for water mains. This is based on information provided by the Hamilton Engineering Department, assuming that half the costs of new water mains in the waterfront area will be borne by the developer, that all the existing water mains will need cleaning and lining and that half of the existing water service connections will need to be replaced. This amount is, however, only very approximate since some of the water mains may need to be replaced rather than merely cleaned and lined, due to their considerable age (fifty to one hundred years). Also, it is not known how many of the water services may need replacing but their condition can be determined at the time of sewer construction.

An approximate indication of the partnership's share of the costs involved for the relocation of existing gas lines, the abandonment of existing lines and the disconnection of existing services is \$185,000. This amount is based on the assumption that 80% of the costs of relocation and all the direct costs of disconnection and abandonment should be borne by the partnership.

The cost of the required relocations of hydro-electric lines to underground conduits and the provision of new street lights along the proposed new roads has been estimated at \$195,000 by the Hamilton Hydro-Electric System.

The approximate cost of the changes to existing telephone lines and plant which are required by the plan proposals plus the additional cost of the installation of underground telephone wiring is \$100,000.

Finally, an allowance of \$1,050,000 has been shown for the reconstruction of existing street surfaces, based on an increase of 30% over 1963 estimates.

Overall Cost Estimates

The basic assumptions and criteria on which the overall cost estimates are based appear below:

- (1) This scheme report is based on the conditions existing in the North End as of May 31, 1967. All projects carried out prior to that date, according to the provisions of the 1963 "Redevelopment Plan" and the 1966 "Interim Report on the North End Urban Renewal Scheme", were summarized in Part One and the Appendices of this report. The cost of the work to that date amounted to \$3,967,000.

The cost analysis presented here refers only to the period since May 31, 1967 and is based on conditions existing at that time. All estimates are in addition to the amount previously expended.

- (2) Privately-owned land will be purchased by the partnership for its market value plus contingencies and clearance, relocation and associated administrative costs, as presented in Table 3.
- (3) Publicly-owned land will be purchased by the partnership for an amount equal to its disposal value (see Items 4 and 5) except in the case of the "incinerator" site for which the City should be reimbursed for the original total cost of acquisition.
- (4) The sale or lease value of land for future private use will depend on the potential market value of such land. For illustrative purposes at this stage of the report it has been conservatively assumed to average \$40,000 per acre (approximately \$1.00 per square foot).
- (5) The sale value of land for future public use has been assumed to be \$20,000 per acre, in accordance with precedent in this scheme area.
- (6) General administration costs have been roughly estimated at 5% of the gross scheme costs: this is in addition to the 5% of acquisition costs allowed elsewhere for property appraisals and other costs directly associated with property acquisition.

- (7) It is assumed that all partnership costs are sharable among the federal, provincial and municipal governments in the proportions of 50%, 25% and 25% respectively.

Table 4

Concept Plan Cost Analysis

Project	Estimated Property Acquisition Costs (\$000)		Estimated Construction or Servicing Costs (\$000)	Estimated Gross Costs (\$000)	Estimated Recoveries (2) (4) (\$000)	Estimated Net Costs (\$000)
	Privately Owned Land (1)	Publicly Owned Land (2)				
Neighbourhood Centre	-	-	75 (3)	75 (3)	134 <u>gain</u>	59
Public Housing Sites	-	-	160 (3)	160 (3)	138	22
A	508	60 (4)	1,700	2,268	164	2,104
B	2,272	-	250 (5)	2,522	568 (6)	1,954
C	72	18	-	90	46	44
D1	-	90 (7)	-	90	60	30
D2	277	-	-	277	64	213
E	-	40	160	200	40	160
F1	536	-	-	536	128	408
F2	301	36	-	337	116	221
G1	666	-	-	666	118	548
G2	555	30	-	585	118	467
H1	440	16	-	456	104	352
H2	573	8	-	581	92	489
J & K	463	56	-	519	188	331
L	266	132	-	398	176	222
M	484	163 (7)	-	647	220	427
N & O (8)	-	-	-	-	-	-
P	-	-	100	100	-	100
Q	-	-	50	50	-	50
R (9) (7)	-	-	-	-	-	-
S	226	-	-	226	40	186
Sub-trunk Sanitary Sewer	-	-	850	850	-	850
Local Sewers plus Macnab Street and Waterfront Trunk Sewers	-	-	3,000	3,000	-	3,000
Water Mains	-	-	675	675	-	675
Gas Lines	-	-	185	185	-	185
Hydro-Electric Lines	-	-	195	195	-	195
Telephone Lines	-	-	100	100	-	100
Road Reconstruction	-	-	1,050	1,050	-	1,050
Sub-totals	7,639	649	8,550	16,838	2,514	14,324
Administration				842	-	842
TOTAL				17,680	2,514	15,166
City Share (25%)				4,420	628,500	3,791,500
Provincial Share (25%)				4,420	628,500	3,791,500
Federal Share (50%)				8,840	1,257	7,583

Footnotes:

- (1) These estimates do not include the cost of land acquired by the partnership prior to May 31, 1967 (as shown on Map A10).
- (2) Where land ownership is to be transferred from one public agency to another via the partnership, e.g. from the City to the Ontario Housing Corporation or to the Hamilton Board of Education, it is valued at \$20,000 per acre and is listed as both an acquisition cost and as a recovery.

For details of present and proposed ownership of land and the areas involved, refer to the preceding Table 2.

- (3) Approximate allowance for remaining costs of acquisition (where negotiations are incomplete), demolition, utilities and landscaping.
- (4) This is an allowance for the acquisition cost of land owned by the Canadian National Railway Company. It is based on an approximate land area of 1.5 acres and an assumed land value of \$40,000 per acre (the same as the assumed market value of partnership land to be sold or leased). The land area is only an approximation due to the lack of final plans for the Perimeter Road.
- (5) This item is intended to cover the costs of land acquisition, paving and drainage required for rear lanes and for other off-street parking facilities. The estimate is very approximate and assumes that most of the required land will be provided through the clearance of sub-standard properties and that off-street parking facilities are not feasible or not required in many of the blocks.
- (6) Recoveries have been estimated at approximately 25% of acquisition costs based on studies of three typical blocks and in accordance with the estimates in the original redevelopment plan.
- (7) The original \$435,000 cost of the former "incinerator" site has been allocated to Projects D1, M and R in the amounts of \$70,000, \$95,000 and \$270,000 respectively, which is in proportion to the acreages involved.
- (8) The development costs of these two projects are to be a private responsibility.
- (9) It is impossible to estimate accurately the costs of development of the Waterfront Park in view of the many uncertainties involved. This item has therefore been excluded from this analysis, although it is proposed that the City should be reimbursed for the original acquisition of the incinerator site, that the development and landscaping costs be borne by the partnership and that the property be sold back to the City.

Direct City Costs

Estimates of all partnerships costs and recoveries were presented in the preceding table. There are also, however, some direct costs and recoveries involved for various public agencies for the land transfers proposed in this concept plan. The City in particular will be heavily involved in these land transfers with the partnership, all of which would be handled through their special Property Fund.

The estimated receipts and expenses for the City's Property Fund would be (exclusive of the Waterfront Development):

	<u>Receipts</u> (Sales to Partnership)	<u>Expenses</u> (Purchases from Partnership)
Part of the Incinerator Site:	\$165,000 (approx. 2.3 ac.)	-
Park Sites:	64,000 (2.5 acres)	\$ 76,000 (3.8 acres)
City Streets:	342,000 (10.1 acres)	178,000 (8.9 acres)
Total	<u>\$571,000</u>	<u>\$254,000</u>

Thus, the Property Fund would gain by an estimated amount of \$317,000 through the implementation of the concept plan (exclusive of land costs and receipts for the Waterfront Development). This is, however, a small amount in comparison to the City's share of partnership costs; furthermore, the City's Separate and Elementary School Boards must also make some land purchases.

The effect of the above direct costs is to reduce the estimated net cost to the City for the implementation of the overall concept plan from \$3,791,500 to \$3,474,500.

5. MUNICIPAL RESOURCES AND SCHEME PRIORITIES

The intent of this section is to develop an appropriate "first-phase program" which embodies the most urgent and desirable proposals of the concept plan and yet is also compatible with the City's limited financial resources available for implementation within approximately the next five years.

The previous section included estimates of all partnership costs with the exception of the unknown costs for developing the Waterfront Park. The gross estimated cost for the overall concept plan for the North End is about \$17,680,000 while the net estimated cost is about \$15,166,000, in addition to the \$3,966,000 which had already been spent by May 31, 1967. These estimates of total are well above the original cost estimates for the 1963 redevelopment plan (\$9,162,300 gross and \$8,091,800 net). The main reasons for this considerable increase are:

- (a) the proposed public acquisition of sites for apartments and a commercial centre, to provide the needed stimulus for private redevelopment;
- (b) greatly increased construction costs for roads and utilities;
- (c) the extension of the North End boundaries to the west to provide for the redevelopment of the waterfront; and
- (d) the addition of a major trunk storm sewer along Macnab Street to serve the Civic Square development.

The City's share of the partnership costs listed above is 25%. In addition, the City must participate directly in the purchase and sale of various properties, the net result of which will be favourable to the City's Property Fund by an amount of \$317,000, again exclusive of the costs involved for the Waterfront Park.

Despite the valid reasons for the increased cost estimates, the total amount is well beyond the City's financial ability to implement in a reasonable period. The amounts allocated in the 1967-1971 Capital Budget for implementation in each of the five years were \$272,000, \$258,000, \$230,000, \$100,000 and \$208,000 respectively. This is a total of \$1,068,000 which, with the usual contributions by the senior governments, would cover total expenses of \$4,272,000, an amount far below the estimated total net remaining cost of \$15,166,000.

A "first-phase program" which is considered practicable, desirable and reasonably compatible with the City's financial ability is therefore proposed. It includes the projects listed below. The high priority of many of the projects has already been discussed while additional explanatory comments appear below.

- Completion of final aspects of the Neighbourhood Centre and Public Housing projects.
- A Perimeter Road.
- B Block Planning and Rehabilitation. Since this is intended to be a long-term project and since it is recommended that some property acquisitions be postponed for several years, it is assumed that only 75% of the total estimated costs would be incurred in the first-phase program.
- C Senior Citizens Housing (K.D. Soble Towers).
- D1 Bay Street Apartments (the block west of Bay Street only).
- E Dock Road
- F1 Brock Street Apartments (the block west of Hughson Street only).
- G James Street Commercial (G1 and G2).
- H1 James Street Housing (the two partial blocks south of Ferrie Street only).
- N & O Waterfront Apartments and Industry. These are private developments and their progress will depend on the actions of the private developer.
- P Waterfront Parkway. It is proposed that only one-half of this divided road be constructed until such time as it can be connected with an extended waterfront parkway system. The partnership should be prepared to share in its cost of construction at the time that it is required by the private developer.
- Q Industrial Road. The partnership should also be prepared to share in the cost of construction of the portion of this road between the Waterfront Parkway and Bay Street, at the time that it is required by the private developer.

- R Waterfront Park - The land presently available should be developed sufficiently to serve as a park and recreational area, although expensive land-filling by the City may not be financially feasible in the first-phase program.
- Macnab Street Storm Sewer
 - Sub-trunk Sanitary Sewer
 - James and Burlington Streets Water Main
 - Street and Utility reconstruction - This should be a co-ordinated program which includes the simultaneous replacement (or repairs as necessary) of all underground utilities at the same time as road and sidewalk reconstruction. The extent of the program should be restricted in the first phase to those streets where new major utility lines are a necessity.

Project G2 has been included here because of the special advantages to the area as a whole afforded by the redevelopment of Project G as an entity, either as a combined residential-commercial project coordinated with Project F1 to the north or entirely as a retail-commercial centre serving the residents of this as well as adjacent areas. Map 10 illustrates a possible suitable form of residential-commercial development.

The above program provides for about 620 new high-rise apartments in addition to those within the private Waterfront Development and the second Marina Towers building and in addition to a number of low-density and single housing units. The statistics presented in Appendix 12 suggested that up to three hundred new high-rise apartments per year could reasonably be proposed in the North End. The first-phase program, including the considerable anticipated private development, is well within this limit if spread over about six years.

This proposed first-phase program was chosen when some cost estimates were not available, when others were very preliminary and before the need for the Macnab Street storm sewer was known. At that time, the preliminary net cost estimate for the first-phase program was \$7,000,000 (exclusive of the costs of the Waterfront Development). It was proposed at that time that the City's share of this amount (\$1,750,000) would be spread approximately evenly over the period 1967 to 1973 inclusive. These proposed annual amounts would have placed a substantial

extra burden on the City's Capital Budget only in the latter years of the program (1970, 1972 and 1973) since the amounts already allocated for 1968, 1969 and 1971 are relatively large.

It was recognized when the first-phase program was chosen that the cost estimates might be considerably changed as the result of further studies and more definite information. This did occur in practice, with substantial increases due to the addition of the Macnab Street sewer, increased construction cost estimates and a relatively extensive sewer installation and road reconstruction program.

Further details on the proposed first-phase program appear in the next part of this report.

PART THREE: THE FIRST-PHASE PROGRAM

This part describes the proposed projects for the North End which are considered practicable within about a six-year period. Full details on land acquisition, block planning and rehabilitation proposals and improvements to roads and utilities are included along with feasibility studies and a cost analysis of all proposals.

PART THREE: THE FIRST-PHASE PROGRAM

1. GENERAL DESCRIPTION AND PROPOSED USES

This first-phase program is the first step or stage in the implementation of the concept plan proposals. It must therefore meet two basic requirements: it must be a practicable short-term plan for the North End, meeting its most urgent needs and providing for the most desirable improvements and redevelopment, and secondly, it must be compatible with continuing implementation, at a later date, in accordance with the concept plan.

The residential and commercial components of the first-phase program include the several projects which are listed below, approximately in order of their priority. These are the projects which were chosen on the basis of the cost estimates and priorities determined as part of the concept plan and were listed previously in the concluding pages of the concept plan description. The development of these projects should conform with the relevant objectives and principles discussed and illustrated as part of the concept plan. For this reason, the maps and text describing the concept plan must be referred to and considered part of the description of these first-phase projects. An outline of the boundaries of the projects included in this first-phase program is also shown on Map 11, "Proposed Projects", while an illustration of the possible first-phase development which meets the recommended objectives and principles is shown on Map 12, "Proposed Development".

The population changes which would result from this proposed first-phase program are calculated in Appendix 12. It shows that the overall population would rise to about 9,500 (from its 1967 level of about 7,660 and 1961 level of 8,362). It also shows that over 1,200 of the nearly 1,600 residential structures existing in 1967 would be retained, that these would house some 5,600 persons and that the other approximately 3,900 persons would be housed in new dwellings, mainly apartments, built since 1961.

Project B - Block Planning and Rehabilitation

The recommended procedures for this project were mentioned in the concept plan description and are fully described in later sections of this report. However, due to the City's limited financial resources and to the desirability of allowing maximum flexibility in the timing of property acquisition, it is recommended that the block planning and rehabilitation program be spread over a number of years and that only 75% of the estimated total cost be allocated to the first phase.

Project C - Senior Citizens' Housing (K.D. Soble Towers)

This project should be developed as proposed in the concept plan and with the same high priority. It involves the site expansion for K.D. Soble Towers, about nine new houses and a small lookout which is a City responsibility. The partnership should retain a small parcel of land at the eastern end of the site for an interim period to permit the possible future expansion of the existing service station site.

Project D1 - Bay Street Apartments

This western half of the overall proposed site could accommodate about 120 apartments on its 1.5-acre site. Since the site is now completely vacant and unused, and in view of the considerable demand for new housing in the North End, this site should be developed as soon as possible. Provision must be made, however, for access to the remaining houses on the east side of Bay Street during an interim period. While Bay Street can eventually be closed at this location, easements must be retained for underground utilities.

Project F1 - Brock Street Apartments

Only the western half of this project is proposed for inclusion in the first-phase program, the choice of this half of the site being based on the predominance of "poor" buildings and vacant land plus the desirability of coordination with the commercial-residential development to the south. The 3.2 acres comprising this part of the site are suitable for about 250 apartments.

HAMILTON HARBOUR

1. CNT. INDUSTRIAL

INDUSTRIAL

ROAD

1. 1. 1.

Note: This map does not show the potential new houses to be interspersed among existing houses as the result of the block planning program.



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SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
MAP 12: THE FIRST-PHASE PROGRAM -
PROPOSED DEVELOPMENT

MURRAY V. JONES & ASSOCIATES, LTD. MARCH 1968

EASTWOOD PARK

WELLINGTON STREET

HAMILTON ROAD

PERIMETER ROAD

NATIONAL

ROAD

WELLINGTON

Project G (G1 and G2) - James Street Commercial

As described earlier, the redevelopment of this site as part of the concept plan could be either in the form of a combined residential and commercial project or entirely as a retail and office centre. The first alternative would consist of 250 dwelling units - 225 apartments in two high-rise buildings with twenty-five row houses along the east side of the site - plus some 20,000 square feet of first-floor retail space and 10,000 square feet of office space located on the second floor. The second alternative would consist of an initial 30,000 square feet of retail space, with provision for expansion to 50,000 square feet in accordance with demand, and a corresponding increase in the amount of office space. In either case, the amount of office space would be at the option of the developer. It is recommended that the proposed clearance on the west side of James Street should occur simultaneously with redevelopment of the east side, but this could reasonably be varied depending on the scale of the commercial development, the demand for the enlargement of the service station site and the need for the additional small playground space.

Project H1 - James Street Housing

This project was also fully described in the discussion of the concept plan. As noted there, it has a relatively low priority and its timing should be coordinated with that of Project G to facilitate the relocation of the existing businesses. The area of 2.6 acres would accommodate about fifty family-type dwellings.

Waterfront Development

Progress on this development will be primarily determined by the private developer; an indication of the extent and possible location of initial development is shown on Map 12, "Proposed Development", which also indicates the Waterfront and Industrial Roads which can be expected in the first-phase program. (The proposed cost-sharing of these is discussed elsewhere.)

Advance Acquisition

The sites of the several projects which were proposed in the concept plan but which are excluded from this first-phase program contain a number of substandard buildings. While many of these can remain for several years, there is a small number in particularly poor condition which should be cleared in conjunction with the block planning and rehabilitation program in nearby blocks. It is proposed that the partnership be prepared to acquire and demolish such substandard buildings as is considered necessary for the overall improvement of the North End. It would, of course, be necessary for the partnership to retain these few properties pending the implementation of the remainder of the concept plan proposals.

Road and Utility Improvements

These include the following, all of which are fully discussed in a following section of the report:

- Project A: The Perimeter Road
- Project E: The Dock Road
- Project P: The Waterfront Road (the first half of the future parkway)
- Project Q: The Industrial Road
- A coordinated program of street and utility reconstruction.

2. BLOCK PLANNING AND REHABILITATION PROPOSALS

There are two basic components to the block planning and rehabilitation program proposed for the existing residential areas in the North End of Hamilton. One component consists of public action to improve, as necessary, all those elements of the residential environment which are outside the scope of individual homeowner action. The other part of the proposed program is the private rehabilitation of individual homes by their owners, this action being within the scope of the owners' abilities and responsibilities, with all possible public assistance and encouragement. The North End area designated for improvement is illustrated on Map 11 and consists of forty blocks of which several are partial or very small blocks.

The success of the rehabilitation program will be determined by the extent to which the proposed private voluntary rehabilitation is actually carried out. This, in turn, will depend on the ability of the City to provide a permanent and attractive residential environment appropriate for private investment in rehabilitation and will also depend on the ability and willingness of the residents to make such investments. The City is at least assured of the partial success of the rehabilitation program since considerable interest and activity in voluntary private rehabilitation is already evident in forms ranging from exterior repainting to the complete replacement of exterior cladding and foundations. However, despite this initial encouraging response, neither complete nor immediate success should be expected since several years will be needed for the program to have full effect and since there will likely be continuing social and economic reasons for limited participation by some homeowners. It is expected that the basic financial inability of many homeowners to meet the high costs will be the most serious restraint on rehabilitation.

Some recent literature concerning rehabilitation experience in

Earlier sections of this report have discussed the reasons for the past decline of the North End, including the lack of community facilities, the excessive through traffic (particularly of heavy trucks) and the deterioration of buildings. The desired improvement of the North End requires action at both the community level and the local or block level. The projects already undertaken or proposed at the community level for improving the residential environment include a full range of community facilities (three new schools having already been constructed under the provisions of the 1963 redevelopment plan), the complete elimination of through traffic from residential streets (considered the most serious blighting influence due to danger, noise, dust and vibration), improvements to road surfaces and utility systems and improvements to the waterfront area. This section of the report is concerned with proposals for improving the individual blocks and buildings within this rehabilitation area, which covers more than half the North End and is composed mainly of closely-spaced, moderate quality housing.

The first component of the improvement program consists of public action to improve the residential environment within individual blocks. This program is referred to for convenience as the "block planning" program and its aim is to remedy all those deficiencies and inadequacies of the local environment which are beyond the scope of individual homeowners. It therefore involves mainly the provision of adequate car parking space, the spot clearance of buildings with a blighting influence (due either to their dilapidated condition or to their incompatible use) and the full utilization of available land for new housing. This program will require the preparation and implementation of block plans for each block or small group of blocks concerned.

Discussions and recommendations on the various factors involved in the preparation of block plans are presented in this section along with sample plans and an accompanying description for three typical blocks. The actual preparation and implementation of the block plans

will require a considerable period of time, particularly for the interior inspections of buildings and negotiations with residents, and are to be carried out by the City. Recommended procedures for the preparation and implementation of the block plans appear in a later section.

The aim of the second part of the program is to improve the condition of individual houses, by voluntary private rehabilitation with public encouragement and assistance. It is discussed here as the "rehabilitation" program. Financial, technical and architectural advice and any other assistance possible should be provided by the City to encourage rehabilitation to desirable standards. This approach should be followed up only as necessary by the enforcement of a minimum housing standards by-law. Recommended proposals for various aspects of the rehabilitation program are discussed in the following pages while the recommended timing and procedures for these proposals also appear in a later section.

Car Parking

Basic recommendations on future car parking provisions in the North End are:

- (a) Private off-street car parking space is most desirable and should be required for all new construction.
- (b) Parking space should be made available for dwellings lacking private parking space in the ratio of one space per dwelling. Various means for providing these parking spaces are described below, including on-street parking as warranted by street width and traffic conditions. The effective ratio would actually be somewhat increased by residents who do not own cars, which would provide for some two-car families, two-family households and households with car-owning lodgers.

- (c) An additional 25% parking should be available to allow for visitors and delivery vehicles. It is assumed that this will be on-street parking and could be in locations where overnight parking is prohibited.

The number and location of parking spaces should be shown on each block plan or in its accompanying description along with a statement of their adequacy in terms of the above recommendations. Shortages in any block may be balanced against surpluses in adjacent blocks.

There is a variety of means, of varying costs and suitability, by which the required parking spaces are or can be provided in the North End. These include:

- (1) Private Driveways (leading to side-yard, rear-yard or basement space).

A substantial number of North End houses have a private (or shared) driveway, usually with garage space for one car. This is undoubtedly the most desirable type of parking space and should be required for all new houses. There are also a few houses without parking space whose lots could accommodate a driveway.

The existence of a driveway (or half of a shared driveway) will normally permit the storage of two cars (one behind the other) or more where the rear lot is large, a convenience for households owning more than one car. There may also be some cases (though not many because of the inconvenience) where extra spaces could be rented to neighbours lacking parking space. Single driveways should normally only be counted as one space when calculating parking provisions per block.

- (2) Rear Lanes

Rear lanes could be provided relatively easily in some North End blocks and would provide most houses with two or more potential parking spaces each. Interested householders could rent extra parking or garage space to neighbours lacking parking space.

There are many blocks, however, in which rear lanes cannot readily be provided or would be of limited advantage due to the particular pattern of property ownership. Other problems include the considerable cost of land acquisition, the cost of paving and drainage, the objections of residents to loss of property (particularly in some cases where lots are already limited in size) and possible problems of maintenance and snow clearance. Despite these factors, rear lanes are considered to be the most desirable and appropriate means for providing additional parking space in the North End in those blocks where they can be effectively and conveniently provided. In the three typical blocks discussed later, rear lanes are considered appropriate in two cases.

It is therefore recommended that rear lanes be provided wherever they are found to be feasible on the basis of detailed plans for each block and where they have the general support of the block residents. Where there is considerable opposition to the proposed rear lanes, such that acquisition of the right-of-way would involve several cases of expropriation, it is recommended that implementation be postponed for perhaps three years to allow for changes in public attitudes (possibly prompted by increasing car ownership and restrictions on off-street parking). The number of blocks in which rear lanes are provided will depend on many factors including the attitudes of local residents and civic officials and the degree of overall parking shortage.

(3) Public Parking Lots

Public parking lots have been considered for the North End, both at the rear of buildings or next to the street, and could provide a generous number of parking spaces. They are not recommended, however, for a number of reasons. Civic officials dislike them due to the difficulties and costs of snow

clearing, cleaning, maintenance and policing. There is concern that these lots would be used as dumping grounds for junk and abandoned cars. It is believed that residents would not like the considerable walking distance from rear lots and might not use them at all at night, particularly if they were not well lighted. While lots at the street line would be more convenient, they would also be unsightly unless carefully screened and would occupy land better suited to new housing.

The imposition of rents for space in parking lots would cause more administrative and policing work than is justified and would encourage continued on-street parking. On the other hand, the provision of free parking lots for North End residents is a costly precedent which the City cannot afford to follow in the many other older areas of the City and could therefore cause justifiable resentment. The last and most serious concern is that parking spaces in public parking lots are much less satisfactory than private parking spaces adjacent to individual houses, where policing and supervision problems are eliminated, where car engines can be heated in winter and where owners can erect garages if they wish. It is believed that car-users would prefer on-street parking to public parking lots.

(4) On-Street Parking

The most serious fault of on-street parking is the increased danger of accidents, particularly for busy streets; it is also unattractive, is certainly less convenient than private parking space and interferes with traffic movement. On the other hand, on-street parking is an accepted custom in Hamilton, usually on both sides of local streets. Furthermore, it is convenient for the user and raises no additional problems of extra costs, policing, lighting, etc. Difficulties with snow clearing can be partially alleviated by allowing parking

on one side only, and alternating sides regularly (probably twice per month). It should also be recognized that there may be some public resistance to a reduction in permissible parking, i.e. from both sides to one side only, since there appears to be public satisfaction with the existing situation and since the proposed road improvements will considerably reduce the volume of traffic on local streets.

In consideration of the comments above, it is recommended that limited on-street parking be permitted in the North End. Overnight parking should preferably be restricted to one side only of local streets and prohibited on arterial and collector streets (as defined on Map 6). Short-term parking to accommodate the 25% visitor requirements could be allowed on both sides of streets where their width is generous and where traffic would not be restricted.

It should be noted that the "Minimum Property Standards for Existing Residential Buildings", published by the Central Mortgage and Housing Corporation, states that, "Subject to municipal requirements on-street parking may be acceptable."

(5) Front-Yard Parking

This is not normally an acceptable method of parking and should only be considered where building set-backs are relatively generous (at least 20 feet), where the parking space has a good quality surface and where some screening can be provided. Though there are already a few instances of front-yard parking in the North End, it is recommended that it be prohibited except in special situations.

(6) Private Rental Parking

There are already a few instances in the North End where owners of relatively large properties have two or more garages or parking spaces, some of which could be, or already are, rented to neighbours who lack private parking space. The

provision of rear lanes would provide an opportunity for this beneficial practice to be greatly increased. Furthermore, the clearance of dilapidated buildings and the block planning program will result in occasional small parcels of land becoming available which are unsuitable for housing but could be used for parking or gardening.

This private ownership of rental parking spaces would eliminate the supervision and maintenance problems associated with public parking lots. It is therefore recommended that North End residents be permitted and encouraged to provide extra parking and garage space for rent subject to normal restrictions on location, access, quality of construction and driveway surfacing. In the analysis of parking provisions in each block plan, it is suggested that 50% of the potential "extra" parking spaces could be considered as public spaces for rent.

Spot Clearance

Public action to remove blighting buildings and uses from North End residential areas is one of the necessary parts of this scheme. It is therefore recommended that all houses and other major buildings which are in such poor condition that they cannot economically be rehabilitated should be acquired and demolished. The same recommendation applies to industrial uses which are found to be seriously detrimental to the residential environment. For the purposes of the concept plan and cost analysis it was assumed that all buildings judged to be in "poor" condition on the basis of the external survey described previously (see Map 5) would be acquired and cleared. The industries for which clearance was also assumed are indicated on Map 20, "Proposed Land Acquisition".

The assumptions made for the purposes of the concept plan must be thoroughly reviewed and reconsidered during the preparation of

block plans. Precise proposals for clearance should be determined from interior inspections and negotiations with owners and occupants (as outlined under "Procedures") while the building standards upon which the feasibility of rehabilitation and the need for clearance should be based are discussed in following pages. The detailed block plans to be prepared may also indicate, with accompanying substantiation, the need for clearance of certain buildings for planning reasons.

It is anticipated that numerous changes from the tentative proposals of the concept plan will be justified by the interior inspections and the preparation of block plans.

Re-Use of Cleared Land

The recommended re-use for all available cleared land in the North End within the designated rehabilitation areas is residential. It is recommended that single, semi-detached and row houses and duplexes be permitted, since these types are considered fully compatible with the existing housing types and would be permitted by the existing "D" zoning regulations.

The minimum lot areas and frontages required by the existing zoning by-laws are as follows:

	<u>"D" Zone</u>			
	<u>Singles</u>	<u>Two-Family</u>	<u>Row</u>	<u>Multiples</u>
Minimum Width (ft.)	40	60	90	Not permitted.
Minimum Area (sq.ft.)	4,000	7,000	3,000 each	

To provide for the fullest possible use of available land and for the maximum supply of new housing consistent with reasonable standards, it is recommended that the following minimum standards for small and isolated parcels of land be used as a guide in the preparation of block plans. The development of such lots which do not meet usual zoning regulations should, however, be subject to approval of construction plans; particular attention should be paid to adequate off-street parking and it is anticipated that houses on these smaller than normal lots will usually be two storeys in height in order to provide a reasonable amount of yard space.

Recommended Minimum Lot Standards

	<u>Single</u>	<u>Duplex</u>	<u>Semi-Detached</u>	<u>Row</u>
Minimum Frontage (ft.)	30	45	55	75
Minimum Area (sq.ft.)	2,500	4,500	5,000	2,250 per unit

Some reduction of the front, side and rear yard requirements of the zoning by-law is also recommended for special cases. It should be noted that all deviations from the requirements of the zoning by-law are, of course, subject to the approval of the Committee of Adjustment.

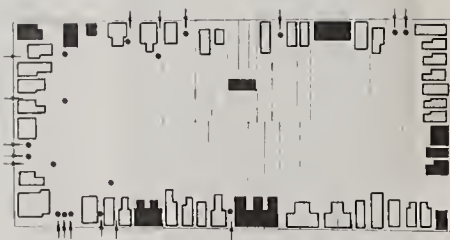
The proposed reduction in minimum site requirements for single-family houses has already been approved by the Hamilton Urban Renewal Committee (Resale of Lands Sub-Committee) in their February 8, 1967 recommendation:

"that isolated lots or parcels of land between other houses may be used as building lots that have a 30 to 40-foot frontage and have a minimum lot area of 2,500 sq.ft..."

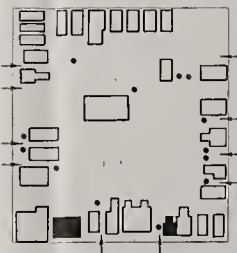
Typical Block Plans

Three typical "Block Plans" have been prepared to illustrate the application of the above recommendations. Examples of the maps of "Existing Conditions" and "Proposed Land Acquisition" which should accompany each block plan have also been prepared and are all included on Map 13. These block plans are intended as illustrative examples only; they are based only on preliminary judgements of building conditions and may also be subject to change after negotiations with residents and further review of such matters as parking, minimum lot sizes, etc. Though the examples refer to actual blocks, the street names and property numbers have been omitted since precise identification is unnecessary. Some other details have also been omitted from the examples in the interests of simplicity. Points of particular interest on the typical block plans are discussed below along with items not fully expressed by the plans.

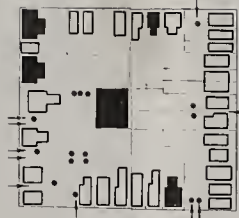
BLOCK 60



BLOCK 32



BLOCK 44



EXISTING CONDITIONS

- EXISTING BUILDINGS
- EXISTING BUILDINGS IN POOR CONDITIONS
- EXISTING PROPERTY LINES
- EXISTING DRIVEWAYS
- EXISTING PARKING SPACES

NOTE: STREET NAMES, PROPERTY NUMBERS AND SPECIAL FEATURES (IF ANY) HAVE BEEN OMITTED FROM THESE SAMPLE MAPS.

PROPOSED LAND ACQUISITION

- LAND ALREADY OWNED BY THE PARTNERSHIP
- PROPOSED LAND ACQUISITION
- BUILDINGS TO BE DEMOLISHED.

BLOCK PLANS

- LAND TO BE RETAINED FOR PUBLIC USE.
 - HOUSING LOTS FOR SALE.
 - LAND FOR SALE FOR PRIVATE USES OTHER THAN HOUSING.
 - POTENTIAL NEW HOUSES
 - PROPOSED PROPERTY LINES
- HOUSES WITH:
- PREVIOUSLY AVAILABLE PARKING SPACE
 - NEW PARKING SPACES.
 - NO PARKING SPACE.

NOTE: THESE SAMPLE MAPS ARE FOR ILLUSTRATIVE PURPOSES ONLY; THE INDICATED BUILDING CONDITIONS ARE PRELIMINARY ONLY AND MAY BE SUBJECT TO REVISION AFTER INTERIOR INSPECTIONS; THE BLOCK PLANS MAY BE EXTENSIVELY REVISED AFTER FURTHER STUDIES, MEETINGS WITH RESIDENTS AND REVIEW BY PARTNERSHIP MEMBERS

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NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 13: TYPICAL BLOCK PLANS

MURRAY V. JONES & ASSOCIATES, LTD.

MARCH 1968

Block 60. The provision of a rear lane in this block is relatively simple although it requires the clearance of one house which is in satisfactory condition. In one case, near the southeast corner, an exchange of land is proposed which would provide access for parking for one homeowner.

The lane provides access to twenty-four existing properties which previously lacked private off-street parking and leaves only one house still lacking in this regard.

Block 32. The provision of a rear lane in this block is not considered feasible. This proposal shows twenty houses without parking space, a shortage which must be overcome by on-street parking and, if necessary, by providing excess capacity in adjacent blocks.

There is a small house in this block which has been treated as a special case. It was originally purchased by the partnership for potential spot clearance on the basis of its very small size and apparent poor condition. It has since been decided, however, that it can economically be rehabilitated and would provide suitable accommodation for two persons. It should therefore eventually be returned to private ownership.

Block 44. The provision of the rear lane in this block would require the acquisition of the rear portion of four lots, two of which are already relatively small. Otherwise, the lane only occupies the sites of buildings proposed for clearance because of their substandard condition. The two parcels of land in the centre of the block which are not suitable for new housing could be offered for sale to local residents for gardening or parking purposes or for the enlargement of adjacent lots.

The demolition of a small house which is not in poor condition is proposed here to provide suitable lots for four semi-detached houses rather than for only two single houses. This tentative proposal should be carefully reviewed, after an interior inspection of the house concerned, in conjunction with the final block planning program.

Construction Standards

According to the provisions of Section 30a of The Planning Act (R.S.O. 1960, c.296), the Council of a municipality may pass a by-law

"for prescribing standards for the maintenance and occupancy of residential property...(and) for requiring residential property below the standards prescribed in the by-law to be repaired and maintained to comply with the standards or the land thereof to be cleared of all buildings or structures and left in a graded and levelled condition."

Such a by-law, known as the "Minimum Standards By-law", has been completed and extensively reviewed by Hamilton city staff and officials and has been adopted by City Council (January 9, 1968) but has not yet been approved by the Ontario Municipal Board. The Council has placed the administration of the by-law under the direction of the Building Commissioner.

It is recommended that the minimum standards by-law for Hamilton should be the "minimum" standard for all North End housing and should serve as a reference for estimating the cost of "needed" repairs. It should be emphasized, however, that such a by-law should be applied and enforced with some discretion and some sense of social conscience, i.e. the overly literal interpretation of imprecisely defined standards should be avoided and persons with limited financial means should be permitted to carry out needed repairs on a regular program over a period of several years.

Standards for existing houses are also prescribed by Central Mortgage and Housing Corporation (entitled "Minimum Property Standards

for Existing Residential Buildings") and are generally similar to their requirements for new housing. These standards are considerably higher than the "minimum" standards referred to above and are actually representative of the "desirable" standards which should be encouraged in the North End. Estimates of the cost of "desirable" repairs should be based on these standards.

It should be noted that the Hamilton Building By-law (No. 4797) prescribes requirements for new buildings and should also be applied in the usual manner in the North End.

It is recommended that Hamilton urban renewal and building department inspection staff cooperatively develop an inspection procedure enabling them to determine:

- (a) the necessary repairs and improvements for each house to comply with "minimum" standards,
- (b) the approximate costs of such needed repairs and improvements,
- (c) the nature and approximate cost of the further improvements necessary for individual houses to comply with "desirable" standards.

Recommendations on clearance versus rehabilitation should be based on the cost estimates of needed repairs (item "b" above). Where estimated costs are relatively high (such as over 50% of the market value) demolition would be justified. Where estimated costs are relatively low, rehabilitation is obviously justified and can be enforced, to the extent of carrying out the "needed" repairs, under the provisions of the minimum standards by-law.

There will be, however, a middle range for which an arbitrary decision is not desirable; these are houses for which the cost estimates of "needed" repairs range from, for example, about 30% to 50% of market value. In these cases, the decision should reflect the desire of the owners to participate in extensive repairs or their preference to accept the market value of their inadequate buildings. Discussions with the owners of these houses will therefore be necessary; whether these discussions occur before or after the initial preparation of block plans will depend on the procedures chosen by the partnership.

Financial Assistance

The intent of this rehabilitation program is to induce homeowners to carry out house repairs, despite the high cost of such repairs and the fact that they have previously been neglected, probably due to either financial inability or disinclination. In either case, financial assistance would be conducive to rehabilitation. Several possible forms of financial assistance for private rehabilitation are discussed below although some of the proposals are not recommended for Hamilton nor are some of them currently authorized by legislation.

Direct financial assistance for private house rehabilitation could be provided by any of several methods including direct monetary grants, tax abatements, relief from assessment increases due to rehabilitation measures and loans at particularly favourable terms. These aids could be offered for carrying out certain urgent repairs or for meeting certain housing standards and could be made contingent on matching contributions of cash or labour by homeowners.

Direct financial assistance has the advantage of directly alleviating the financial burden on owners; enabling the City (on behalf of the partnership) to emphasize certain aspects of rehabilitation which homeowners may overlook, i.e. the improvement of the external appearance of houses and, finally, providing the incentive for relatively rapid progress with rehabilitation. However, assistance of this nature is inequitable to some extent in that it indirectly imposes an extra burden on those homeowners who have kept their houses in good repair. For this reason, direct financial assistance should either be quite limited in amount and subject to strict conditions or it should be applied universally, i.e. to all homeowners who meet specified conditions.

Some form of direct financial assistance would greatly encourage rehabilitation and, it is believed, is absolutely necessary to achieve a significant improvement in some houses. However, the City of Hamilton is currently in the position that its financial and borrowing ability is limited and there are many other high-priority demands on its resources.

(including the implementation of this and two other urban renewal schemes). Furthermore, the North End has already benefited from, or will soon benefit from, a more generous share of public improvements than other areas of Hamilton. For this reason, it is considered that the City should not attempt to provide grants or loans for rehabilitation at the present time. This conclusion is applicable only to the North End and only in Hamilton's current situation; under other circumstances some form of direct financial assistance would be strongly recommended as the most effective (and in some cases the only) means of attaining a satisfactory degree of rehabilitation.

The above recommendation against direct financial grants was reached only with some regret since the somewhat less than full success of the rehabilitation program must therefore be accepted. However, the only alternative would be the provision of grants by agencies other than the City.

Rehabilitation loans with provision for deferred repayment would be a useful and less costly form of financial assistance, particularly for elderly homeowners with limited incomes. Such loans could be applied as liens on the property concerned, at moderate rates of interest, to be repaid only when the property is sold. This would provide the required assistance to the homeowners, subject to appropriate restrictions, and would enable the City to recoup its money at a later date.

Assistance somewhat similar to the above proposal is currently provided by the Ontario Housing Corporation, by which elderly homeowners with limited fixed incomes who are displaced by urban renewal may obtain HOME lots with the payments for the land deferred during the owner's lifetime or until sale of the property.

City loans for required house repairs could be made, according to the provisions of Section 30b of The Planning Act (R.S.O. 1960, c.296), as follows:

"When a by-law under section 30a (i.e. Hamilton's Minimum Standards By-law) is in force...the council... may pass a by-law for providing for the making of loans to the...owners of lands...to pay for the whole or any part of the cost of the repairs required to be done... on such terms as the council may prescribe."

"The amount of any loan...together with interest... may be added by the clerk...to the collector's roll and collected in like manner as municipal taxes over a period...not exceeding five years, and such amount and interest shall, until payment thereof, be a lien or charge upon the land..."

The previous comments on grants apply also to the various forms of loans, both in terms of their desirability and of the inability of the City to provide them unless funds could be obtained wholly from some other source.

Other forms of financial assistance for rehabilitation are limited, particularly since loans at current interest rates are of little real assistance to homeowners whose basic problem is limited income. However, three types of loans which are currently available are discussed below.

Loans for the purchase, refinancing, sale or improvement of existing homes in urban renewal areas are available under the terms of the National Housing Act. A loan may not exceed 85% of the lending value, which is the current market value plus an allowance for any proposed rehabilitation. Also, the maximum loan for a house is \$18,000 and for a multiple-family apartment dwelling is \$12,000 for each unit. Finally, as a general guide, payments on the loan and for municipal taxes should not exceed 27% of the owner's annual income. The repayment period may not exceed the expected useful life of the building or twenty-five years, whichever is the lesser. The monthly payments on a maximum loan of \$18,000 (assuming 8½% interest, a term of twenty-five years and taxes of \$30 per month) would be about \$175 per month which would require a minimum annual income of about \$7,800 per year.

Loans for the purchase of existing houses which are not within urban renewal areas are also available under the National Housing Act. These loans are available only to borrowers who intend to purchase and occupy a single-detached house, a duplex or a unit of a semi-detached dwelling or row housing. Borrowers must also agree to carry out repairs or improvements, valued at a minimum of \$1,000 of which part may be contributed through work done by the new owner. The maximum amount of loan is limited to \$10,000 and to 95% of the lending value of the house (the lesser of the market value or the actual purchase price of the dwelling as improved). The repayment term may not exceed the estimated remaining life of the property and will usually be twenty-five years but, in some circumstances, may be extended to thirty-five years.

The two types of loans described above are restricted to houses which meet, or will meet after proposed repairs or improvements are completed, the NHA minimum standards. These standards, specified in "NHA Minimum Property Standards for Existing Residential Buildings", are relatively stringent and are generally similar to NHA standards for new housing. Many North End houses whose rehabilitation is desirable would thus be ineligible for loans unless extensive improvements were immediately undertaken.

"Home Improvement Loans" are authorized by Section 24 of the National Housing Act under which CMHC can give a limited guarantee to banks on loans for additions, repairs or alterations to existing houses. These loans are generally similar to conventional bank loans. They may be for amounts up to \$4,000, repayable over a period of up to ten years and at a maximum interest rate of 6%. (Due to recent changes in current interest rates, these loans may not be available at this rate.) The monthly repayment charges for a \$4,000 loan over a ten-year period would be about \$50 per month.

The effectiveness of these loans will be circumscribed by the ability and willingness of owners to incur new or additional debts and the accompanying repayments. In view of the substantial improvements required for many houses, the monthly repayments would be considerable, particularly in view of the below-average incomes of the residents of the North End (\$5,255 annual average per household compared to \$6,115 for all city households). Furthermore, all available evidence suggests that most homeowners in older residential areas such as the North End prefer a gradual program of improvements, often using their own labour and in keeping with their own financial resources. This was one of the main conclusions of the Toronto study referred to in Appendix 13 and is generally corroborated by the findings of the survey of dwellings carried out in the Hamilton York Street Urban Renewal Scheme Area and by the experience of Hamilton urban renewal officials. For these several reasons, the various forms of loans referred to above are expected to be of limited usefulness.

Rehabilitation Information Program

Comprehensive information and technical advice concerning all aspects of rehabilitation should be freely available to North End residents. A conveniently accessible project office should be maintained within the Area for informal visits by residents. Technical staff should be available at this site office for personal discussions.

A summary of the topics which should be covered and the type of information which should be available at public meetings and from the project office - by discussion and by pamphlet - appears below:

- (1) General information on the North End urban renewal program.

This should include complete maps and block plans plus schedules of proposed public actions (such as the construction of new roads and sewers and the clearance of dilapidated buildings) to indicate the extent of proposed community action to improve the neighbourhood.

- (2) General information on the rehabilitation program, particularly as to the buildings for which rehabilitation is proposed. There may be instances of owner objections to the proposals for particular houses, in which cases the proposals should be fully explained and possibly reconsidered.
- (3) Technical information on building construction and design. This should include a description of proposed rehabilitation standards, distinguishing between the "minimum" standards which can be legally enforced and the "desirable" standards which are voluntary or are required only for special cases such as for an NHA loan.

Architectural and construction advice should be available including estimates of costs for particular items of work; the observations from interior inspections would be useful for discussions with homeowners. A list of reputable and interested contractors should also be provided.

- (4) Advice and general information on financial, legal and real estate matters.
- (5) Full information on the various types of financial assistance available, including home improvement loans, NHA guaranteed loans for the purchase, improvement or re-financing of properties and any other financial assistance available.
- (6) Information on the possible effect of rehabilitation measures on tax assessments and tax levies. Minor improvements and repairs which would not result in an assessment increase should be listed plus estimates of the increase in annual tax levies resulting from various major improvements.

It should be noted here that a comprehensive property re-assessment is contemplated for the city, which would very

substantially increase the assessment of most properties. This would, of course, be accompanied by a proportionate decrease in the mill rate. However, it is thought that present North End assessments are relatively low on a comparative basis which means that re-assessment on an equal city-wide basis would result in disproportionately large assessment increases and some increase in annual taxes for North End property owners. These increases, if they occur within the next few years, are likely to be attributed by many residents to the direct or indirect effects of rehabilitation and may thus discourage further rehabilitation.

A simple explanatory pamphlet discussing the above matters should be prepared and widely distributed. It could, for example, be included with the tax bill.

- (7) Information on the costs and requirements for connecting existing private drains to the new separate sanitary and storm sewers whose installation is proposed for some residential streets. The existing situation in most cases is that all sanitary wastes plus the discharge from basement drains and roof gutter downspouts are carried by a single private sewer connection to the public combined sewer. When new separate sewers are installed, homeowners will be required to install appropriate new private connections to them. In some fortunate cases the original combined sewer connection can be retained to serve as one of the new separate connections but, in any case, the cost will be considerable. The Council has discussed possible financial assistance for these new private sewer connections, but has as yet made no decision.
- (8) Information on the proposed tree-planting program. It is recommended that the City plant 8-foot to 12-foot high trees in prime locations where property owners have requested trees

and will undertake to protect and water them and that larger trees, of 2-inch to 4-inch trunk diameter, be planted on public property in need of landscaping, i.e. as screening along the Perimeter Road and in the new Waterfront Park.

3. PROPOSED ROADS AND UTILITIES

A coordinated program of improvements to road surfaces and utilities is described in the following text and maps. Some of the proposals are based only on preliminary plans and on general discussions with Hamilton Engineering Department staff rather than on final engineering plans since these are not yet available. The cost figures and the details of proposals will therefore be subject to modification when the final plans can be prepared. In some cases, cost "allowances" are given and are only intended to serve, in lieu of estimates, as an indication of expected substantial costs.

The approximate costs given here are considered appropriate at this stage, provided of course that fully detailed plans and cost estimates are prepared by the City and included in its application to the senior members of the partnership for financial assistance with the implementation of the scheme.

Roads

The road construction, reconstruction and improvements proposed in the first-phase plan are illustrated on Map 14 and described below. There are also several street closings proposed as part of various proposals (such as the Perimeter Road or the James Street Commercial Project). Finally, the disposition of the portion of John Street just north of Simcoe Street, which is not within the Neighbourhood Centre, should be considered in the Block Planning Program and should probably be incorporated into the adjacent school site.

Project A - Perimeter Road

The Perimeter Road was proposed to provide an alternative route for the present heavy truck and through auto traffic on the residential streets of the North End. It consists of a four-lane arterial road with channelization of left turns and a central median where possible. The proposed alignment and right-of-way illustrated on Maps 12 and 14 respectively are considered to be desirable in providing adequate traffic

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Note - It is proposed that the partnership pay half the costs of the Waterfront Road and the portion of the Industrial Road east of the Waterfront Road. The cost of the western portion of the Industrial Road is the responsibility of the private developer of the adjacent industrial site.

The alignments shown for the Waterfront and Industrial Roads are only schematic; they will be determined after negotiations with the private developer and the Harbour Commission.

The alignment of the Privater Road may be modified after final engineering plans are complete.

LEGEND

-  Roads and Streets to be Constructed
-  Existing Roads and Streets to be Rebuilt
-  Existing Roads and Streets to be Closed



100 0 100
Scale in Feet

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 14 : PROPOSED ROAD SYSTEM

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MARCH, 1968

capacity and convenience while minimizing cost and house clearance. However, further engineering studies and the preparation of final engineering plans, now underway, may dictate the need for some modifications, particularly in the vicinity of Bay and Macnab Streets and along Wellington Street.

The estimated construction cost of the Perimeter Road is shown as \$1,700,000, although this estimate and the functional plan on which it was based are now being reviewed by the Hamilton Engineering Department.

Project E - Dock Road

This road is to serve as an alternative to local residential streets for truck traffic generated by the docks to the north and should be complemented by regulations and signs prohibiting through truck traffic from all North End routes except this Dock Road, the Industrial Road and the Perimeter Road.

A two-lane industrial type of road with 28 feet of pavement is proposed along a right-of-way which includes portions of Ferguson and Guise Streets plus a 100-foot strip along the northern border of Eastwood Park (to allow for the roadway and the proposed railway spur line to the Centennial Dock). A turning bay should be provided near James Street for the convenience of trucks.

The Dock Road alignment illustrated on Map 12 is schematic since engineering plans have not been prepared. Also, an estimate of the construction cost is not available yet; therefore, an amount of \$160,000 is shown in the cost analysis, which is an increase of 30% over the estimate given in the 1963 redevelopment plan.

Project P - Waterfront Road

This road is proposed to provide access to the waterfront development and to form part of a possible future waterfront scenic drive. A two-lane road with 28 feet of pavement is proposed, extending from the

end of the existing pavement near the Leander Boat Club to an intersection with the Industrial Road. The other half of a possible future Waterfront Parkway can be constructed at a later date. The details of this road and the development plan for the entire waterfront area are to be the subject of future negotiations between the City, the private developer and the Harbour Commission. For this reason, neither detailed plans nor cost estimates for the Waterfront Road are available now. An amount of \$100,000 is proposed as a "pro-forma" indication of possible costs, of which it is assumed that half should be borne by the private developer.

Project O - Industrial Road

This road is proposed to provide access to the industrial area to the west and to the waterfront development area. A two-lane industrial road with a 40-foot width of pavement is considered necessary although other details are, as in the case of the Waterfront Road, still to be negotiated with the private developer, who should also bear half of the costs. Again in lieu of an estimate of construction costs, an amount of \$100,000 is indicated as an allowance (with the partnership's share being \$50,000).

Street and Sidewalk Reconstruction

A major component of the overall concept plan is a coordinated program of sewer replacements, improvements or replacements as necessary for all other utility lines, including the underground installation of hydro-electric and telephone lines where feasible, followed by the reconstruction of streets and sidewalks. Due to the magnitude of this proposal, the limited financial capacity of the City and the fact that many of the sewer and other utility replacements are not required immediately, it is proposed that the first-phase program should include only those streets where new major utility lines are a necessity. Thus, the streets proposed for reconstruction, as illustrated on Map 14, are mainly those where new sewers must be installed. The exceptions are portions of James and Burlington Streets, where the basic need is for

a new major water main although the installation of new sewers in conjunction with the proposed commercial development on James Street is also desirable.

An "allowance" of \$200,000 is provided for this first-phase road reconstruction program.

Block Planning Program

This program is expected to include the provision of rear lanes and/or other off-street parking facilities, as fully described in the preceding section. A very approximate estimate of the costs involved for land acquisition, paving, drainage and other costs was shown in the concept plan as \$250,000 and was based on the assumption that most of the required land would be provided through the clearance of substandard properties and that off-street parking facilities are not feasible or not required in many of the blocks. The portion of this cost allocated to the first phase is 75% or \$187,500.

Sewers

The potential construction of new separate sanitary and storm sewers along any street raises two serious problems: first, there is the considerable cost to abutting property owners of installing the necessary new and separate connections from within their buildings to the publicly installed sewer connections at the street line while the second problem is the timing of the sewer construction in relation to adjacent redevelopment. Obviously the most desirable timing is simultaneous, coordinated sewer installation and adjacent redevelopment although this is seldom possible due to the random location and timing of redevelopment projects. Installation of new sewers prior to adjacent redevelopment involves the expense and nuisance of installing and then abandoning the connections to buildings which are soon demolished and also requires cutting through the new road surface for some of the new connections. On the other hand, installation of new sewers after redevelopment is only possible where the existing sewers and road surfaces are adequate for the interim period.

The proposed program of sewer replacements has been chosen, in light of the above considerations, to coincide with proposed redevelopment or is restricted as much as possible to streets for which no redevelopment is proposed either in the first or later phases of the plan. Map 15, "Proposed Sewers", illustrates the proposed first-phase abandonments, improvements and replacements of the North End sewer system. The following items are included:

- (1) a new large storm sewer along Macnab Street to serve the Civic Square redevelopment and to replace the inadequate trunk sewer on James Street;
- (2) the sub-trunk sanitary sewer system as originally proposed for the 1963 redevelopment plan. Most of this sub-trunk sewer will be a deep tunnel;
- (3) new trunk sewers along the Waterfront Parkway. It is proposed that 50% of their cost (plus the entire cost of local sewers within the private "Waterfront Apartments" project) should be borne by the private developers.
- (4) a new pumping station to replace the existing inadequate station on Strachan Street West which will be subject to greatly increased flows by the proposed waterfront development plus a new sanitary pressure main from this pumping station along the Industrial Road to Macnab Street (it is proposed that the cost of this be shared 50% by the City, 25% by the partnership and 25% by the private developers of the Waterfront Apartments project, based on the areas which this pumping plant serves);
- (5) local storm and sanitary sewers, as shown on the map.

These proposals are all based on only preliminary discussions since plans and cost estimates are not available. An allowance of \$850,000 is shown for the sub-trunk sanitary sewer, based on the estimate in the 1963 redevelopment plan but with 30% added for cost increases in

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Note: The proposed sewers shown here are based on preliminary information provided by the Hamilton Engineering Department and are subject to change when final plans are complete.

LEGEND

	EXISTING TO REMAIN	PROPOSED	TO BE ABANDONED
Storm Sewers	—————	—————	—————
Sewerage or Combined Sewers	21" or less 24" or more	————— —————	————— —————
Force mains	—————	—————	—————
Easement Required	—————	—————	—————

NEW PUMPING STATION

EXISTING PUMPING STATION

66" WESTERN INTER-CITY TRUNK SANITARY SEWER

NORTH END URBAN RENEWAL SCHEME CITY OF HAMILTON
MAP 15 • PROPOSED SEWERS
MURRAY V. JONES & ASSOCIATES, LTD. MARCH, 1968



Scale in Feet
100 0 100 200

the interim. An allowance of \$1,200,000 is provided for the remainder of the first-phase sewer program.

Water Mains

The first-phase plan proposes the following changes to North End water mains, as illustrated on Map 16:

- (1) minor changes, extensions and improvements to the existing plant due to street closings and adjacent new development;
- (2) new trunk water mains to service the waterfront development (half their cost should be borne by the private developer, plus the entire cost of local water mains within the Waterfront Apartments project);
- (3) new water mains along James and Burlington Streets to service the proposed commercial-residential development;
- (4) cleaning and lining of the existing water mains on the streets which are to be reconstructed.

An allowance of \$200,000 is proposed for the partnership's share of the costs of this work.

Gas Lines

Major changes to the gas lines in the North End are required by the sewer installation and road reconstruction program since it was proposed, as part of the concept plan, that all underground utilities be improved at the same time. To avoid future damage to new street surfaces, many gas lines must be relocated to the side of the streets. A number of changes to the existing network of gas mains are also necessitated by the street closures and building demolitions proposed for the first-phase program. The existing gas lines to remain and to be abandoned, plus the proposed relocated lines and the easements required, are shown on Map 17, "Proposed Gas Lines".

Under the terms of a long-standing (1905) franchise with the City, United Gas Limited is responsible for the cost of changes to its gas mains as required by improvements to road surfaces. However, it is established practice that the costs of gas-main relocation are shared on a 50%-50% basis for improvements to highway-railway grade separations and for major highway improvements or relocation while the gas company receives 80% assistance with the costs of required relocations for new highway-railway grade separations.

It is proposed that United Gas Limited should be reimbursed for the costs of gas-main abandonment and relocation according to the usual urban renewal practice (despite the provisions of the franchise with the City) since the proposed relocations are unusually extensive and are intended mainly to prevent future damage to new city street surfaces. Details of this proposal for cost-sharing are as follows:

- (1) Direct costs for the disconnection of existing services and the abandonment of existing lines due to urban renewal requirements should be fully borne by the partnership. These costs are substantial since all abandoned gas lines must thoroughly be purged of gas for safety reasons.
- (2) The costs of the required relocation of lines should be partially borne by the partnership, with the precise share to be negotiated and to be dependent on the age and condition of the lines being replaced. Since the existing lines are all in satisfactory condition, are in many cases relatively new, and since even the old lines have a long expected remaining life due to the "cathodic" protection applied to them, it has been assumed, for the purposes of preparing cost estimates, that the partnership's share of relocation costs will be 80%.
- (3) The cost of service connections to new customers and the cost of new mains required because of new customers should be borne entirely by the gas company.

Cost estimates are given below for the required abandonments and relocations of existing gas lines, based on current construction costs and including the entire cost of abandonments of lines and service connections plus 80% of the cost of relocation:

	<u>Estimated Cost</u>
(a) Macnab and Stuart Streets - abandon and relocate 450 feet of 4-inch line	\$3,000
(b) Strachan Street from Bay to James - abandon 850 feet of line	700
(c) Simcoe Street from Macnab to James - abandon 450 feet of 2-inch line	400
(d) Macnab Street from Strachan to Burlington - abandon existing line and relocate 3,300 feet of 2-inch line	15,800
(e) Guise Street from James to John - abandon and relocate 900 feet of 2-inch line	4,300
(f) James Street from Picton to Guise - abandon and relocate 1,500 feet of 6-inch line	15,000
(g) Wood Street near Hughson - abandon 250 feet of 2-inch line	200
(h) Burlington Street - abandon and relocate 2,600 feet of 2-inch line and 1,000 feet of 4-inch line	19,100
(i) Hughson Street south of Strachan - abandon 200 feet of 2-inch line	200
(j) Wellington and Picton Street area - abandon 350 feet of 2-inch line and provide an alternative 200 feet of 2-inch line	1,100
(k) Ferrie Street near Wellington - abandon and relocate 350 feet of 4-inch line and abandon 100 feet of 2-inch line	21,000
(l) Abandon approximately 150 service connections	<u>4,500</u>
Total Estimated Cost	<u>\$61,900</u>

The cost estimates given above are based on the assumption that the Perimeter Road alignment will be as shown on the first-phase plan and that there will be no significant changes in grade which would interfere with the existing large gas mains under Wellington Street. Any change from these assumptions could considerably increase the estimated costs.

Hydro-Electric Lines

The desirability of underground hydro-electric lines was discussed in the concept plan, along with the reasons why it is considered feasible only in conjunction with redevelopment (or at least with redevelopment on one side of the street).

The proposed changes are illustrated on Map 18, "Proposed Hydro Lines" and described below, along with cost estimates prepared by the Hamilton Hydro-Electric System.

	<u>Estimated Cost</u>
(1) Easements are to be provided on John Street, between Simcoe and Ferrie and between Picton and Macaulay, to permit the retention of the existing aerial lines	-
(2) Abandonment and removal of the existing aerial lines on Macnab Street north of Burlington and the provision of an alternate underground line. An easement will be required.	\$ 3,238.00
(3) Abandonment and removal of the existing aerial lines along James Street from Picton to Guise and along Guise Street from James to John plus the provision of an alternate underground line with the necessary connections to adjacent transformers and aerial lines.	
	(James Street portion) 22,665.00
	(Guise Street portion) 8,645.00
(4) Easements will be required on Bay Street near Strachan to permit keeping the existing aerial lines.	-
(5) New underground lines soon to be installed on Wellington and Ferrie Streets in connection with the widening of Burlington Street to the east of the North End are not included in this urban renewal scheme.	-
(6) The removal of existing aerial lines and their replacement with underground cable along the Perimeter Road from Ferrie to Bay Streets.	46,422.00
(7) The removal of existing aerial lines, their replacement with new underground cables (and the necessary connections to nearby aerial lines to remain in use) along the Industrial Road between Bay Street and the Waterfront Road.	8,800.00
(8) Abandonment and removal of the existing aerial lines on Catharine Street between Brock and Guise.	125.00

	<u>Estimated Cost</u>
(9) The installation of underground hydro lines along the Waterfront Road. The estimated extra cost refers only to the difference between the costs of underground and aerial cables. (Estimated extra cost only)	\$15,360.00
(10) The possible provision of new hydro lines along the Dock Road is not considered part of this urban renewal scheme.	-
(11) The cost of street lighting facilities has in the past been borne by the Hamilton Hydro-Electric System with the City paying an annual fee for their use sufficient to amortize their original cost over a period of years. In effect, the construction costs of street lights are borne by the City. It is proposed, however, that the street lighting facilities to be installed along the new roads in the North End be considered part of the road construction costs and have their costs shared in the same manner. Estimated costs for providing new street lighting facilities are as follows:	
Perimeter Road (and Wellington Street) (from Bay to Burlington)	7,920.00
Dock Road (from Burlington to John)	2,475.00
Waterfront Road (from Industrial Road to Leander Boat Club)	3,217.00
Industrial Road (from Bay Street to the Waterfront Road)	1,485.00
	<hr/>
TOTAL ESTIMATED COST	\$120,352.00

All cost estimates are based on current construction costs including engineering costs. It is also assumed that installation will be coordinated with road reconstruction so that there will be no costs involved for road restoration.

Finally, it is the policy of the urban renewal partnership to pay only for the depreciated value of lines which have to be removed plus the incremental cost of placing new lines underground (i.e. the costs over and above those of new aerial lines). The cost estimates given above are based on the assumption that existing aerial lines are now in good condition and of the same value as new lines. In cases where existing lines are not in good condition, the partnership's share of the costs of new lines must be subject to negotiation at the time of implementation.

Telephone Lines

The concept plan proposed that the main telephone lines along street rights-of-way should be placed underground in conjunction with street reconstruction, that the existing aerial lines in rear yards be retained and that new connections be placed underground where feasible. The following program has been determined in accordance with this principle and the first-phase street reconstruction program already specified. The details of the program are shown on Map 19, "Proposed Telephone Lines" while the approximate costs are as follows:

	<u>Approximate Cost</u>
(1) Macnab Street from Murray to Guise: Removal of existing aerial plant and replacement with a complete underground system including rearrangements to existing buried cables.	\$25,600
(2) Catharine Street north of Brock: Removal of existing aerial facilities and replacement with underground facilities.	2,500
(3) Dock Road (extension of Ferguson Avenue north of Burlington): Burial of existing facilities and provision of a conduit for future reinforcement to this dock area.	9,000
(4) Hughson Street between Wood and Macaulay: This section involves the construction of two manholes and one section of conduit in addition to rearrangements at each end of the new under- ground section	13,000
Total	<u>\$50,100</u>

These cost figures are based on current construction costs and assume that all work can be coordinated with city road reconstruction, thus eliminating extra costs for road surface repairs. The cost estimates also assume that there will be no difficulty in obtaining the necessary rights-of-way on private property for underground connections. In cases where the full costs are not sharable by the partnership, such as the replacement of depreciated lines, the proportion to be borne by the partnership must be subject to negotiation.

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LEGEND

EXISTING
TO REMAIN

PROPOSED

Overhead

Underground

Easement
Required

Note: Based on information provided by the
Hamilton Hydro-Electric System.

TRANSFORMER

TRANSFORMER



Scale in Feet
0 100 200

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 18: PROPOSED HYDRO LINES

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MARCH, 1968

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PARK

Note: The connection of new underground conduit to existing overhead and underground cables may involve considerable rearrangement of each end, plus the construction of new manholes. The "connections" shown on this map are only approximate.

LEGEND

EXISTING
TO REMAIN

PROPOSED

TO BE
ABANDONED

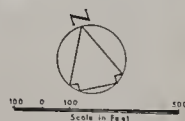
Aerial Cable

Buried Cable &
Underground
Conduit

Manholes

Casement
Required

Note: Based on information provided by the Bell Telephone Company of Canada, Hamilton.



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 19: PROPOSED TELEPHONE LINES

MURRAY V. JONES & ASSOCIATES, LTD.

MARCH, 1968

Summary of First-Phase Road and Utility Costs

The cost estimates and allowances described in the preceding pages are summarized in the following table. The total, which does not include property acquisition costs and includes only the partnership's share of certain projects, is \$4,442,300.

Table 5

First-Phase Road and Utility Costs

<u>Project</u>	<u>Cost Estimate or Allowance</u>
A - Perimeter Road	\$1,700,000
B - Block Planning Program	187,500 ¹
E - Dock Road	160,000
P - Waterfront Road	50,000 ²
Q - Industrial Road	50,000 ³
Street and Sidewalk Reconstruction	200,000
Sub-trunk Sanitary Sewer	850,000
Local Sewers (and Macnab Street Trunk)	1,200,000 ³
Water Mains	200,000
Gas Lines	61,900
Hydro Lines	120,300
Telephone Lines	50,100
Total	<u>\$4,829,800</u>

¹including land acquisition costs.

²partnership's share, as described in the preceding text.

³including the partnership's share of sewers and a pumping station in the waterfront area and the proposed Macnab Street trunk sewer.

4. FEASIBILITY OF PROPOSED USES

The feasibility of proposed uses will be discussed here only in respect of projects on the sites recommended for acquisition by the partnership and redevelopment by private enterprise: namely, Projects C (the portion south of Burlington Street), D1, F1, G and H1. All but one of these, namely Project G, involve residential development and Project G may be developed either as a combined residential-commercial project or entirely commercial. The feasibility of the residential projects will be discussed first, followed by the commercial development or component of development proposed for Site G.

Except for Site C, all of the sites are of considerable size and potential redevelopment value. Accordingly it is recommended that they be made available for redevelopment by private enterprise by way of lease rather than sale. This follows the recommendation made in previous reports and the policy adopted by the City for the Civic Square. Another reason in favour of leasing rather than sale is the present unusually high rate of interest. Current apartment and commercial rents, although rising, have not yet caught up with the rise in interest rates, which are currently at 9% and over. There is consequently, for the time being, a disparity between income on the one hand and debt charges on the other which unduly reduces land values calculated on the basis of residual income. Under these circumstances negotiations for the sale of land for redevelopment would be difficult and likely to result in a price which would either be too low or more or less arbitrary.

Interest rates may and hopefully will sooner or later decline. Alternatively, and inevitably in response to housing demand and supply, rents will continue to rise. Agreements for the leasing of land can take account of this by providing for renegotiation or review of the ground rent at stated intervals in light of prevailing rents as well as operating and maintenance expenses, including taxes. Mortgages with a renegotiable rate of interest might also be of benefit to the partnership.

In the analysis of the feasibility of residential redevelopment which follows, except in respect of Project C, only the residual income attributable to the land is given, with no attempt to arrive at capitalized land values except for Project G. Moreover, two residuals are shown: one based on an interest rate of $7\frac{1}{2}\%$ together with an assumed rate of return of 10% on the developer's equity, and the other based on an interest rate of 9% together with a return to the developer of 12%. The effect of the higher interest rate in increasing debt charges and reducing the residual income is clearly illustrated. In the case of urban renewal, the ground rent - and the implied value of the land - can be written down correspondingly. In the case of ordinary development or redevelopment, where the market value of land tends to be given and is indeed rising, the higher interest rate can only be paid for out of higher rents.

Residential Redevelopment - Project C (South of Burlington Street)

Nine townhouses are proposed for this site. With 1,200 square feet of living space in two storeys and a part basement and garage below, they would cost an estimated \$13,000 to build. Adding \$4,000 for the value of the land and 15% profit to the builder on the total cost, the houses would sell for \$19,500 each. A down payment of \$3,500 would leave a mortgage of \$16,000. At $7\frac{1}{2}\%$ interest and a term of thirty years, the monthly carrying charges would be \$110.63; at 9% interest they would be \$126.86. Property taxes at the current mill rate would be about \$55 a month, but undoubtedly more by the time the houses are bought and occupied, and an allowance must also be made for heating, utilities and maintenance. Total costs would thus come to \$225 a month or more. This is not excessive in terms of current housing costs, which are of course high.

With a land value of \$4,000 per unit, the value of the site if redeveloped as recommended would be \$36,000. This is about \$1.20 per square foot and 50% of the estimated acquisition and clearance costs.

Residential Redevelopment - Projects D1, F1, G and H1

The feasibility of the residential redevelopment proposed for these sites is analyzed in the following four tables. Table 6 shows gross estimated revenue. To simplify calculations, only one- and two-bedroom units in about equal number are indicated in the apartment buildings, whereas the unit mix will probably include some bachelor and some three-bedroom units and can be left to the market judgement of the developer. All the row-houses in Projects F1 and G are assumed to have three bedrooms. The low-density multiple housing proposed for Project H1 will consist partly of two- and partly of three-bedroom units, although not necessarily in the 50-50 ratio indicated.

Table 6

Revenue Estimates - Gross

<u>Project Site</u>	<u>Type</u>	<u>No. of Units</u>	<u>Monthly Rent</u>	<u>Annual Gross Income</u>	<u>Total</u>
Site D1:	1-bedroom	65	\$145	\$113,100	
	2-bedroom	60	165	118,800	
	Underground Parking	95	10	<u>11,400</u>	
					\$243,300
Site F1:	1-bedroom	115	145	200,100	
	2-bedroom	110	165	217,800	
	3-bedroom	25	200	60,000	
	Underground Parking	190	10	<u>22,800</u>	
					500,700
Site G:	1-bedroom	115	145	200,100	
	2-bedroom	110	165	217,800	
	3-bedroom	25	200	60,000	
	Underground Parking	190	10	<u>22,800</u>	
					500,700
Site H1:	2-bedroom	25	170	51,000	
	3-bedroom	30	200	72,000	
	Underground Parking	40	10	<u>4,800</u>	
					<u>127,800</u>
					<u>\$1,372,500</u>

A survey of current rents was carried out in April 1968 in four areas of Metropolitan Hamilton: downtown; the Mountain; Dundas Street and the West End; and Burlington. Thirty-seven buildings containing over 3,800 apartments were surveyed, of which seventeen buildings with over 1,200 apartments were downtown. The survey was not intended to be

representative of all apartments throughout the metropolitan area, but only of relatively new buildings with at least six storeys.

As expected, rents downtown were found to be somewhat higher than in other areas, but the difference was less than the difference between individual buildings in each area. Rents in older buildings are of course lower and vacancies are also more likely to occur in them. Apartment starts in Hamilton have increased sharply in recent months compared to a year ago; nevertheless, in spite of some concern expressed during the survey of a possible over-supply, it is significant that rent increases of \$5 to \$10 a month are imminent in five of the buildings surveyed, containing 580 units.

Rents for one-bedroom units were found to average \$128 a month and for two-bedroom units \$150 a month. Bachelor units were found only in downtown buildings, with rents averaging \$115 a month. Only one of the downtown buildings had three-bedroom units, with very high rents; in the other areas, three-bedroom units accounted for 7.5% of the total, with rents averaging \$170 a month. An addition of \$20 to \$25 a month to the foregoing averages was assumed in Table 6, to allow for the fact that few of the proposed units will be available for rent within the next two or three years and most of them will be available only within the next four to six years.

Underground parking is proposed for 75% of the units in each project, with a rent of \$10 a month per space.

Effective net income shown in Table 7 is the amount available to cover debt charges, pay ground rent and yield profit to the developer on his investment. An allowance of 5% of gross revenue from apartment rents is made to cover vacancy and credit losses. Operating and maintenance expenses are taken at 40% of gross revenue; whereas formerly 35% was considered adequate, the rise in property taxes as well as other expenses make 40% a more realistic figure notwithstanding that rents are also going up. Operating and maintenance expenses for underground parking garages are lower than for apartments, whereas vacancies

tend to be much higher. Each of these factors is taken at 25% of gross parking revenue.

Table 7

Effective Net Revenue

	<u>Annual Gross Revenue</u>	<u>Vacancy & Credit Loss</u>	<u>Operating Costs</u>	<u>Effective Net Revenue</u>
Apartments		5% 25%	40% 25%	
Site D1	\$243,300	\$11,595 2,850	\$ 92,760 2,850	\$133,245
Site F1	500,700	23,895 5,700	191,160 5,700	274,245
Site G	500,700	23,895 5,700	191,160 5,700	274,245
Site H1	172,800	6,150 1,200	49,200 1,200	70,050
				<u>\$751,785</u>

Construction costs are estimated in Table 8 and depend on the size of the units and the cost per square foot of floor space. Assumed unit sizes are as follows: one-bedroom units - 640 square feet, and two-bedroom units - 835 square feet, plus a 15% allowance for non-rentable (i.e. gross versus net) living space. Three-bedroom row-houses would contain 1,200 square feet of living area in two storeys plus a basement of 600 square feet. Two-bedroom units in the row-houses or maisonettes in Project H1 will contain 900 square feet also in two storeys, with a basement of 450 square feet, while the three-bedroom units will be the same as the row-houses. There is also a 6% allowance for non-rentable space in the buildings of Project H1.

Reliable information about construction costs is notably difficult to obtain, since developers are as little inclined to reveal their basic costs as are manufacturers. A comprehensive study of construction costs was carried out by the Ontario Department of Municipal Affairs and published in the Assessors Handbook of Cost Factors. The Handbook, designed to help assessors in their work and assure some

measure of uniformity in assessment practice, gives detailed figures of construction costs of apartment buildings of varying quality and design. The figures are as of January 1966 and we have assumed a 15% increase in order to bring them to the end of 1967.

According to the Handbook,

"The cost factors are predicated on average construction costs for apartment buildings...(and) include plumbing fixtures, electrical wiring, elevators, incinerators, balconies and normal overhead, profit and architectural fees, including architectural supervision. Abnormal costs, such as extra footings, heavier than normal foundations, caissons and piling, are not included in the cost factors."

The Handbook classifies apartment buildings in four classes according to quality numbered 5 through 8, and there is a significant difference in construction costs from one class to the next. We have taken Class 6 as appropriate to the North End, with a comparable standard for the row-houses and maisonettes.

Table 8

Construction Costs

	<u>Area</u> <u>Sq.Ft.</u>	<u>Cost per</u> <u>Sq.Ft.</u>	<u>Total</u>
<u>Site D1</u>			
Apartments	107,880	\$12.30	\$1,326,920
Underground Parking	32,300	4.60	148,580
			<hr/> 1,475,500
<u>Site F1</u>			
Apartments	194,650	11.90	2,316,350
Row-housing	30,000	10.00	300,000
Underground Parking	64,600	4.25	274,550
			<hr/> 2,890,900
<u>Site G</u>			
Apartments	194,650	11.90	2,316,350
Row-housing	30,000	10.00	300,000
Underground Parking	64,600	4.25	274,550
			<hr/> 2,890,900
<u>Site H1</u>			
Maisonettes	58,500	10.20	596,700
Underground Parking	13,600	4.60	62,560
			<hr/> \$ 659,260

It will be noticed that the construction costs per square foot of apartments are lower for Project F1 than for D1. This is related to the fact that the number of units to be built and the total floor area are greater in the one than in the other. The Handbook recognizes that there are important economies of scale, and larger projects thus have an advantage over smaller ones. This applies both to apartment buildings and to underground parking.

Maisonettes are slightly cheaper to build than row-houses. However, Project H1 contains two- as well as three-bedroom units, and the former cost more per square foot than the latter.

Residual income as the basis for ground rent is calculated in Table 9. The capital cost of each project is divided into two parts: the primary debt or first mortgage, amounting to 85% of the total, and the developer's equity comprising the balance. The mortgage is assumed to be for a term of thirty years and mortgage payments at two alternative interest rates are shown: a hypothetical N.H.A. mortgage at $7\frac{1}{2}\%$ and a conventional mortgage at the current rate of 9%. A return on investment of 10% before taxes would be realistic in conjunction with the interest rates which prevailed until last year and was the rate formerly assumed in calculations of this kind, but it is not realistic when mortgage money pays 9% and 12% is accordingly assumed. Mortgage payments and the developer's return are then deducted from effective net revenue to obtain the residual income from each project.

Table 9 shows that, at the current (higher) interest and profit rates, the residual income is negative for all but one of the projects. In other words, at the scale of rents assumed, based as it is on current rents in Hamilton carried forward for a few years, the projects would not be feasible. Either construction costs would have to be lower than indicated, which is unlikely, or interest rates would have to come down, which they may, or rents will have to be raised.

Table 9

Debt Load and Residual Income
Attributable to the Land

	<u>Capital Cost</u>	<u>Primary Debt & Load</u>	<u>Equity & Secondary Load</u>	<u>Effective Net Revenue</u>	<u>Residual Income</u>
<u>Site D1</u>	\$1,475,500	\$1,254,175	\$221,325		
7½% and 10% (0.08504 & 0.10352)		106,655	22,910	\$133,245	\$ 3,680
9% and 12% (0.09514 & 0.1207664)		119,325	26,730	133,245	-12,810
<u>Site F1</u>	2,890,900	2,457,265	433,635		
7½% and 10%		208,965	44,890	274,245	20,390
9% and 12%		233,785	52,370	274,245	-11,910
<u>Site G</u>	2,890,900	2,457,265	433,635		
7½% and 10%		208,965	44,890	274,245	20,390
9% and 12%		233,785	52,370	274,245	-11,910
<u>Site H1</u>	689,260	560,370	98,890		
7½% and 10%		47,655	10,235	70,050	12,160
9% and 12%		53,375	11,940	70,050	4,795

Multiplier: 77.892894

	<u>Monthly Revenue</u>	<u>Capitalized Revenue</u>	<u>Capital Cost</u>	<u>Land Value Total</u>	<u>Per Unit</u>
Site D1	\$20,275	\$1,579,300	\$1,475,500	\$103,800	\$ 830
Site F1	41,725	3,250,100	2,890,900	359,200	1,435
Site H1	10,650	829,560	659,260	170,300	3,100

There is little doubt that, if interest rates stay where they are, rents will rise faster than they will if interest rates decline. No new apartments built at 9% have yet come into the market; when they do, their rents will certainly be higher than those which currently prevail. What happens to rents after that will depend in part on whether the present high interest rates continue. However, the tables are calculated on the assumption that the rents indicated will remain unchanged

throughout the thirty-year term of the mortgage, which of course they will not. The statement above with respect to feasibility should therefore be modified to read that, at the starting scale of rents assumed and at current interest rates, the projects would not initially be feasible. Hence the real question is whether rents in existing buildings have been rising faster than operating and maintenance expenses, so as to leave a larger share for mortgage payments and profit, and whether a similar rise may be expected in the future. There are differences of opinion as to the experience of the past. It may, however, be noted that one of the factors pushing rents up has certainly been the rise in interest rates, and this is a factor which, while it still has to work itself out for some time yet, should not be counted on to continue indefinitely.

To yield the same residual income after mortgage payments at 9% and a developer's return of 12% as is obtained with 7½% and 10%, apartment rents would have to be increased by an additional \$24 a month and row-housing and maisonette rents by an additional \$20 a month, always assuming that \$40 of rental income is required for operating and maintenance expenses. Rents in general would thus be \$40 to \$50 a month higher than those found in April 1968. An increase of about 30% over the next few years may well seem excessive and it is difficult to say how much the market will be able to bear. Nevertheless, considering population growth and the demand for housing, the gap between rents and interest rates is bound to be resolved in some way short of a complete halt of apartment construction.

Accordingly, it is concluded that the residential redevelopment of Sites D1, F1, G and H1 will prove to be economically feasible, even though the exact amount of the residual income to be attributed to the land cannot be estimated at present. Further, it is evident that proposals submitted by developers for the redevelopment of the subject sites will have to be examined with care, taking into account prevailing rents and interest rates at the time on the one hand and the ground rent offered on the other.

Although no attempt is made to calculate land values on the basis of residual income, a pro-forma redevelopment value of land can be obtained for purposes of estimating recoveries by taking an arbitrary although reasonable land value per dwelling unit and multiplying it by the number of dwelling units in each project. For this purpose, a land value of \$1,000 per unit (120 units) may be taken for Site D1, \$1,500 per unit for Site F1 (250 units) and \$2,400 per unit for Site H1 (50 units). These figures give recoveries of \$120,000 for Project D1, \$375,000 for Project F1 and \$120,000 for Project H1. A land value of \$1,500 per unit may also be taken for Site G if the residential component (250 units) is developed, in addition to recoveries from the commercial component. Although the suggested land value per unit is highest for Site H1, recoveries as a proportion of estimated acquisition and clearance costs are likely to be low owing to the low density of development proposed for this site.

Commercial Redevelopment - Project G

There are at present sixty retail and commercial establishments in the scheme area, with a total of some 55,000 square feet of floor space. Owing to the clearance that has taken place, this is a reduction from the seventy-seven establishments enumerated in the 1961 census.

The retail and service stores in the area serve a strictly local and neighbourhood function. They are small, their sales are low, they cater to a limited range of shoppers' needs and they are widely scattered throughout the area. There is, however, a concentration of stores along James Street, with a good many recommended for clearance in the renewal scheme.

The area contains no department or general merchandise store, a very limited range of clothing stores and (as of 1961) one hardware and home furnishings store. The residents buy most of their goods in these categories elsewhere. Even in the case of food, where the percentage bought in the area is highest, close to half is bought outside. Similarly with respect to services. The area is without a commercial

amusement establishment of any kind, personal services are inadequately provided for and nearly half of the total spent by the residents in hotels and restaurants is spent outside the area. Detailed figures are given in Appendix 9.

Thus a basic question is whether, along with the increase in population and income, the renewal program can reasonably look forward to raising the percentage of spending in the area itself, as well as perhaps drawing customers from surrounding areas. Neighbourhood shopping centres, which are of course more common in new suburban areas than in the older parts of the city, generally have between 5,000 and 25,000 square feet of floor space, with an average of about 10,000; they serve from two thousand to five thousand people. Community shopping centres have from 20,000 up to, in a few cases, 100,000 square feet of floor space, with an average of 35,000 to 40,000 square feet; they serve from ten thousand to fifteen thousand people. An important distinction between the two types of centres is that neighbourhood centres do not contain a supermarket, whereas community centres do and can accordingly attract customers from a larger area; they can also attract a number of chain and variety stores selling comparison as well as convenience goods.

If the answer to the above question is "no", then the commercial development of this site should be limited to 20,000 square feet of retail and service space. This would be at the upper limit of size for a neighbourhood centre and would serve about half of the area's ultimate population, as projected in the renewal plan, as well as precluding the possibility of a community centre in the area. If on the other hand the answer is "yes", an appropriate alternative development of the site would omit the housing component and would provide an initial 30,000 square feet of floor space and room for expansion up to 50,000 square feet, with a corresponding increase in the amount of office space.

A community shopping centre would be justified economically as follows: as has been noted, the population in the area is expected to increase from 7,660 in 1967 to 9,500 at the end of the first phase and

ultimately to 12,600 when the plan has been fully implemented. Based on the projections contained in the Central Hamilton Urban Renewal Study, average per capita income in Metropolitan Hamilton is estimated to increase by 27% from 1961 to 1976 and by about 40% to 1986. These would be increases in real income measured in dollars of constant value after allowing for rising prices. With the population changes accompanying the renewal program, the increase in per capita income in the area should be at least as great as the Metropolitan average and possibly greater. With an effective shopping centre of sufficient size and variety of stores, the percentage which the residents spend in the area rather than outside should also rise.

With respect to services, however, the percentage spent in the area will more likely decline, considering the growing mobility of apartment dwellers as well as the widening range of services on which people spend their money. Allowance must also be made for the clearance of some of the existing stores and the improved sales efficiency of those which will remain. Finally, in view of the location of the site and the fact that no other attractive shopping area exists in the vicinity, a good many shoppers may be expected to come from surrounding areas.

The principal condition for the success of the larger centre is the absence of competing facilities within reasonable distance. Both the assumption that the residents will spend more in the area and that shoppers will come to the centre from outside depend on this condition. The absence of competitive facilities cannot, however, be taken for granted and would no doubt be investigated by a developer interested in this site before going ahead. As a practical matter, if a centre at this site had been established or were under construction first, it would be likely to deter another centre within competitive distance elsewhere; similarly, if another centre were built first, no developer would be inclined to undertake a large centre at this site. A neighbourhood centre with a maximum of 20,000 square feet of shopping space would then be appropriate.

The economic feasibility of the commercial development proposed for this site is analyzed in Tables 10 and 11. Table 10 refers to the commercial component of the combined commercial-residential redevelopment of the site, and Table 11 to the alternative commercial redevelopment of the entire site.

Table 10

Project G - Analysis of Residual Income
from Partial Commercial Development

1. Estimated Construction Costs

	<u>Floor Area (Sq.Ft.)</u>	<u>Basic Cost</u>	<u>Revenue & Site Loading</u>	<u>Total</u>
Stores	20,000	\$13.50	20%	\$324,000
Offices	10,000	10.00	20%	120,000
				<u>\$444,000</u>

2. Estimated Revenue

	<u>Rentable Area (Sq.Ft.)</u>	<u>Rent per Sq.Ft.</u>	<u>Gross Revenue</u>	<u>Vacancy Credit Loss</u>	<u>Operating Cost</u>	<u>Effective Net Revenue</u>
Stores	20,000	\$3.30	\$66,000	\$3,300	\$22,000	\$40,700
Offices	8,500	4.00	34,000	1,700	17,000	15,300
						<u>\$56,000</u>

3. Residual Income

	<u>Primary Debt & Load</u>	<u>Equity & Secondary Load</u>	<u>Effective Net Revenue</u>	<u>Residual Income</u>	
				<u>Annual</u>	<u>Capitalized</u>
	\$333,000	\$11,000			
Years 1-25	33,700	13,360	\$56,000	\$ 8,940	
Years 26-50	-	13,360	56,000	42,640	
				(11.146946)	\$99,650
				(1.827865)	77,940
					<u>\$177,590</u>

Table 11

Project G - Analysis of Residual Income
from Full Commercial Development

1. Estimated Construction Costs

	<u>Floor Area (Sq.Ft.)</u>	<u>Basic Cost</u>	<u>Revenue and Site Loading</u>	<u>Total</u>
Stores	50,000	\$14.00	20%	\$ 840,000
Offices	25,000	9.60	20%	288,000
				<u>1,128,000</u>

2. Estimated Revenue

	<u>Rentable Area (Sq.Ft.)</u>	<u>Rent per Sq.Ft.</u>	<u>Gross Revenue</u>	<u>Vacancy Credit Loss</u>	<u>Operating Cost</u>	<u>Effective Net Revenue</u>
Stores	50,000	\$3.60	\$180,000	\$9,000	\$60,000	\$111,000
Offices	21,250	4.00	85,000	4,250	42,500	38,250
						<u>\$149,250</u>

3. Residual Income

	<u>Primary Debt & Load</u>	<u>Equity & Secondary Load</u>	<u>Effective Net Revenue</u>	<u>Residual Income</u>
	\$846,000	\$282,000		
Years 1-25	85,620	33,940	\$149,250	\$ 29,690
Years 26-50	-	33,940	149,250	115,310

Capitalized Residual Income

	<u>6%</u>	<u>7½%</u>	<u>6%</u>	<u>7½%</u>
Years 1-25	(12.78336)	(11.146946)	\$379,500	\$330,950
26-50	(2.97850)	(1.821865)	343,500	210,770
			<u>\$723,000</u>	<u>\$541,720</u>

Estimated construction costs are based as before on the Assessor's Handbook and include basements, heating and cooling, partitions and an allowance for store fronts. Offices are on the second floor and cost less to build than the ground floor store space, which includes basements. A somewhat higher class of building is assumed for the commercial redevelopment of the entire site which, in the case of the stores, outweighs the economy of increased scale. The rent per square foot for the stores is also somewhat higher in Table 11 than in Table 10.

Vacancy and credit losses are assumed to be 5% of gross revenue.

Operating costs to the developer of the stores, including city taxes, are assumed to be \$1.10 per square foot in Table 10 and \$1.20 per square foot in Table 11. Operating and maintenance costs of the offices are taken at 50% of gross revenue. No allowance is made for increased rents or operating costs in the future, although both will undoubtedly rise.

The residual income is calculated in the third section of the table. Three-quarters of the capital cost is assumed to be borrowed at an interest rate of 9% and a term of twenty-five years. The other quarter of the cost is assumed to be the developer's equity, with a 12% return to the developer and fully recovered in fifty years, with no allowance for any salvage value at the end of the period. In other words, three-quarters of the value of the buildings is written off within a period of twenty-five years and the other quarter is written off over a period of fifty years. Financing costs in the first twenty-five years thus have both a primary and secondary load, whereas in the second twenty-five years there is only a secondary load. Deducting financing charges from net effective revenue gives the residual income attributable to the land. The residual being in every case positive, the commercial redevelopment proposed for Site G is found to be feasible.

It will be noticed that the residual income from the combined residential-commercial redevelopment of the site - \$29,330 a year - is approximately the same as the residual income from the commercial redevelopment of the whole site - \$29,690. The difference in favour of commercial redevelopment is actually greater than the figures indicate; this is partly because a rate of interest of 9% is applied to all the borrowed capital; partly because the rents assumed, which are reasonable, are sufficient to cover the resulting debt charges, whereas residential rents sufficient to pay 9% would at present not be realistic; partly because the term of the mortgage is taken at twenty-five years in the commercial redevelopment as against thirty for the residential, and

partly because over twice as much land value will accrue from the residual income in the second twenty-five years of the project.

The residual income estimated in the tables is not capitalized for the reasons stated earlier. Discounted at 6%, which is the rate customarily applied to land, the residual income shown in Table 11 would give a capitalized value of \$723,000. However, with all interest rates now above 6%, a discount rate of $7\frac{1}{2}\%$ would perhaps be more appropriate and would give a capitalized value of \$541,700. These amounts are equal to 59% and 44% respectively of the estimated acquisition and clearance costs of the site, involving a hypothetical write-down of 41% and 56% respectively.

The lower of the above amounts, corresponding to the more realistic interest figure of $7\frac{1}{2}\%$, has been shown as a pro-forma redevelopment value for Project G, based on full commercial redevelopment. The alternative figure for mixed residential-commercial development of this project would be \$551,590 based on \$375,000 for the residential component and \$177,596 (see Table 10) for the commercial component.

5. FIRST-PHASE COST ANALYSIS

Cost estimates have been prepared for each proposed project in the first-phase program. The property acquisition component of the costs and the estimated recoveries from the disposal of land in each project are described in the following pages, along with data on the areas of land involved. The road and utility costs were described in an earlier section. The cost components of each project plus overall management costs are then summarized, with total gross and net costs calculated for each member of the partnership. Finally, there is a discussion of the estimated costs to the City and a description of the capital budget requirements for this first-phase program.

Property Acquisition

Many of the first-phase projects require the acquisition of property, both privately owned and publicly owned, by the partnership. Information on the areas and estimated acquisition costs is presented in Table 12 below, based on the following premises:

- (a) All information is based on conditions as of May 31, 1967, at which time the implementation of the 1963 redevelopment plan was partially complete. The ownership of land at that date is shown on Map A-10.
- (b) Estimated acquisition costs were provided by the Hamilton Assessment Department and were based on estimated market values plus contingencies.
- (c) Publicly owned land which is to remain in public use is valued at \$20,000 per acre, in accordance with precedent in this scheme area, for both purchases and sales by the partnership. The only exception is the former "incinerator" site for which the City should be reimbursed for the original total cost of acquisition.
- (d) Publicly owned land which is to be redeveloped for private use should be purchased by the partnership for its redevelopment value, estimates of which were determined in the preceding section on feasibility.

- (e) An allowance of \$200,000 has been provided for the advance acquisition of properties in particularly poor condition in areas for which clearance is proposed but not until after the completion of the first-phase program.
- (f) While the first-phase waterfront development may involve some land purchases, sales or exchanges by the partnership, the possible areas and costs cannot be estimated until negotiations among the partnership, the Harbour Commission and the private developer are completed. Estimates for this project have therefore been omitted from the table.
- (g) Clearance and relocation costs have been roughly estimated at 10% of acquisition costs while related administrative costs such as appraisal fees and expenses of City staff for property acquisition have been estimated at a further 5%.

Table 12

First-Phase Property Acquisition - Areas and Estimated Costs

Project	Privately Owned Property to be Acquired			Publicly Owned Property to be Acquired				Total Estimated Acquisition Cost
	Area (acres)	Estimated Acquisition Cost	Estimated Cost per Sq. Ft. (approx.)	Estimated Re-location, Clearance & Administrative Costs	For Future Private Use		For Future Public Use	
Neighbourhood Centre	-	-	-	-	-	-	\$10,000	\$ 10,000
Public Housing Sites	-	-	-	-	-	-	20,000	20,000
A Perimeter Road	4	441,760	4	66,264	-	-	60,000 ⁶	568,024
B Block Planning & Rehabilitation	4	1,481,385 ⁵	4	222,208 ⁵	-	-	-	1,703,593
C Senior Citizens Housing (K.D. Soble Towers & adjacent housing)	0.5	62,480	\$2.50	9,372	-	0.9 ⁷	18,000	89,852
D1 Bay St. Apartments	-	-	-	-	1.5 ⁸	-	-	110,000
E Dock Road	-	-	-	-	-	2.0 ¹⁰	40,000	40,000
F1 Brock St. Apartments	3.1	466,290	3.50	69,943	-	-	-	536,233
G James St. Commercial:								
G1 - north half & adjacent playground	2.9	579,260	4.50	86,889	0.2 ¹¹⁾	-	-	1,302,754
G2 - south half	2.2	482,700	5.00	72,405	0.5 ¹³⁾	0.5 ¹⁴	10,000	
H1 James St. Housing	2.2	382,800	4.00	57,420	0.4 ¹⁵	-	-	458,720
Advance Acquisition	unknown	200,000	-	- ¹⁶	-	-	-	200,000
Total	4	4,096,675	-	584,501	2.6	6.4	158,000	5,039,176

Footnotes to Table 12

- ¹City-owned street rights-of-way which are to remain in use as streets are not included here. Should their acquisition and later resale to the City be required for legal reasons, both transactions should be for the same token price.
- ²This refers to two portions of John Street, of about 0.25 acres each, which are to be closed and purchased by the partnership. A further portion of John Street which is outside the boundary of this project, and of about 0.2 acres, could be closed by the City and transferred directly to the School Board.
- ³This refers to a one-block length of Simcoe Street (0.6 acres) and a portion of Strachan Street (0.4 acres).
- ⁴Not calculated due to the large number of small parcels of land involved.
- ⁵This represents 75% of the estimated cost of the entire program, based on the assumption that it should be spread over a large number of years and that 25% of the costs will not be incurred until a later phase. The miscellaneous land acquisition costs associated with the proposed provision of off-street parking facilities have been included with the estimate of construction costs.
- ⁶This is an allowance for land owned by the Canadian National Railway Company. The 1.5 acres is only approximate due to the lack of final plans for the Perimeter Road while the acquisition cost estimate is based on an assumed land value of \$40,000 per acre.
- ⁷This refers to 0.6 acres of existing city streets and 0.3 acres of the Bayview Playground which are to be sold to the Ontario Housing Corporation.
- ⁸These 1.5 acres include about 0.5 acres of Bay Street right-of-way which will be subject to easements for utility lines and for interim access to the east side of Bay Street plus about 1.0 acres of the former "incinerator" site.
- ⁹Seventy thousand dollars of the original \$435,000 cost of the former "incinerator" site is allocated to this project, which is in proportion to the acreages involved (approximately 1.0 out of 6.0 acres). Forty thousand dollars of the \$120,000 redevelopment value of this site has been allocated to the Bay Street right-of-way, again in proportion to the acreage involved (0.5 out of 1.5 acres), although it is subject to easements for utilities and interim access to the adjacent houses. Alternatively, the City could receive the total redevelopment of \$120,000 since the property is now fully City-owned, but this should be subject to further negotiation.
- ¹⁰This refers to the 1.5 acres which will be required from the northern edge of Eastview Park (in addition to the strip of land required by the Hamilton Harbour Commission for a railway spur line to the Centennial Dock - about 35 feet wide and about 0.8 acres) plus the 0.5 acres of city street to be closed.
- ¹¹This refers to a parcel of City-owned land of about 0.2 acres.
- ¹²This estimated acquisition cost is equal to the estimated redevelopment value which is determined from the redevelopment value of the entire site and the proportion of the total area represented.

- ¹³ This refers to the one block length of Wood Street which can be closed and incorporated into the commercial redevelopment.
- ¹⁴ This refers to the one block length of Hughson Street to be closed and incorporated into the adjacent local park.
- ¹⁵ This refers to portions of Simcoe and Strachan Streets which can be incorporated into the project.
- ¹⁶ This item included with the \$200,000 total allowance for advance acquisition.
-

Property Disposal

The areas of land proposed for sale or lease by the partnership are described below and listed in the following table. Also listed are estimates of the expected recoveries, based on these assumptions:

- (a) The sale value of land for future public use has been assumed to be \$20,000 per acre, the same as the proposed acquisition price of public land (to remain in public use) and in accordance with precedent in this scheme area.
- (b) The sale or lease value of land for future private use is equivalent to the potential market value, which has been estimated in the previous section on feasibility.

Table 13

First-Phase Property Disposal - Areas and Estimated Recoveries

Project	For Private Uses			For Public Uses		Total Estimated Recovery
	Area (Acres)	Estimated Recovery	Estimated Recovery per Sq.Ft. (approx.)	Area (Acres)	Estimated Recovery	
Neighbourhood Centre	-	\$ -	\$ -	6.7 ¹	\$134,000	\$134,000
Public Housing Sites	-	-	-	6.9 ²	138,000	138,000
A Perimeter Road	-	-	-	7.8 ³	156,000	156,000
B Block Planning & Rehabilitation	4	425,000 ⁵	-	0	-	425,000
C Senior Citizens Housing (K.D. Soble Towers and adjacent housing)	0.7 ⁶	36,000 ⁷	1.20	0.9 ²	18,000	54,000
D1 Bay Street Apartments	1.5	120,000 ⁷	1.80	-	-	120,000
E Dock Road	-	-	-	2.0 ⁸	40,000	40,000
F1 Brock Street Apartments	3.2	375,000 ⁷	2.70	-	-	375,000
G James Street Commercial						
G1 - north half & adjacent playground	(0.1 ⁹	10,000	- ⁹	-	-	10,000
G2 - south half	(2.6) (2.7)	541,700 ⁷	2.30	0.5 ¹⁰ 0.5 ¹⁰	10,000) 10,000)	561,700
H1 James Street Housing	2.6	120,000 ⁷	1.10	-	-	120,000
Total	-	\$1,627,700	-	-	\$506,000	\$2,133,700

Footnotes to Table 13

¹ This refers to land parcels of about 2.3, 3.4 and 1.0 acres which are intended for future sale to the Parks Board, Separate School Board and Elementary School Board respectively.

² To be sold to the Ontario Housing Corporation.

³ This is the approximate area of land which must be acquired for the Perimeter Road right-of-way, in addition to existing streets. It should be purchased by the City from the partnership. It is possible that some small and irregular parcels of land adjacent to the road could be considered in the block planning program and sold for private development.

⁴ Not calculated due to the many small parcels of land involved.

⁵ Recoveries from the block planning program have been estimated at approximately 25% of gross acquisition costs, based on studies of three typical blocks and in accordance with the estimate in the 1963 redevelopment plan. (25% of \$1,481,385 plus \$222,208 is \$425,898 or approximately \$425,000).

⁶ A small portion of land should be retained by the partnership for an interim period to permit the possible future expansion of the adjacent service station.

⁷ Based on figures determined in the preceding section on "Feasibility of Proposed Uses".

⁸ These 2.0 acres are to be sold to the City for the Dock Road right-of-way (1.5 acres) and for an extension to Eastwood Park (0.5 acres - subject to utility easements).

⁹ This refers to an area of about 0.1 acres which is intended for the expansion of the adjacent service station site. The details of this should be negotiated later; the potential recovery indicated here is based on the calculated value per square foot for the remainder of Project G.

¹⁰ To be used as park space.

Analysis of Partnership Costs

Estimated partnership costs for the first-phase program are summarized in Table 14 below, based on the information in Tables 12 and 13 and on the following premises:

(a) All cost estimates refer to conditions existing on May 31, 1967.

(b) Gross costs refer to the total costs to be incurred by the partnership with no allowance for recoveries, even in cases where recoveries from the sale of land can be expected immediately.

- (c) Net costs refer to gross costs minus expected recoveries. In cases where the land is to be leased and the recoveries received over a long period of years, the present estimated value of the recoveries is shown.
- (d) General administration costs have been roughly estimated at 5% of the gross costs; this is in addition to the 5% of property acquisition costs allowed elsewhere for property appraisals and other costs directly associated with property acquisition.
- (e) It is assumed that all partnership costs are sharable among the federal, provincial and municipal governments in the proportions of 50%, 25% and 25% respectively.
- (f) The costs of the waterfront development have been excluded except for the partnership's share of the construction costs of the Waterfront and Industrial Roads and their associated services.

Table 14 shows that the estimated total net cost to the partnership of this first-phase program is \$8,443,975 which is equal to the total gross estimated cost of \$10,577,675 minus the total estimated recoveries of \$2,133,700.

The Federal share of the estimated first-phase costs is \$4,221,987 net, equal to \$5,288,837 gross minus recoveries of \$1,066,850.

The Provincial share of the estimated first-phase costs is \$2,110,994 equal to \$2,644,419 gross minus recoveries of \$533,425.

The City of Hamilton's share of the estimated first-phase partnership costs is \$2,110,994 equal to \$2,644,419 gross minus recoveries of \$533,425.

Table 14: Analysis of First-Phase Partnership Costs

Project	Estimated Property Acquisition Costs	Estimated Road and Utility Costs	Estimated Gross Costs	Estimated Recoveries	Estimated Net Costs
Neighbourhood Centre Public Housing Sites	\$ 10,000 ¹ 20,000 ¹	\$ - -	\$ 75,000 ¹ 160,000 ¹	\$ 134,000 138,000	gain \$59,000 22,000
A Perimeter Road	568,024	1,700,000	2,268,024	156,000	2,112,024
B Block Planning and Rehabilitation	1,703,593	187,500	1,891,093	425,000	1,466,093
C Senior Citizens' Housing (K.D. Soble Towers and adjacent housing)	89,852	-	89,852	54,000	35,852
D1 Bay Street Apartments	110,000	-	110,000	120,000	gain 10,000
E Dock Road	40,000	160,000	200,000	40,000	160,000
F1 Brock Street Apartments	536,233	-	536,233	375,000	161,233
G James Street Commercial (G1 and G2)	1,302,754	-	1,302,754	571,700	731,054
H1 James Street Housing	458,720	-	458,720	120,000	338,720
Advance Acquisition	200,000	-	200,000	-	200,000
P Waterfront Road	-	50,000	50,000	-	50,000
Q Industrial Road	-	50,000	50,000	-	50,000
Sub-Trunk Sanitary Sewer	-	850,000	850,000	-	850,000
Local Sewers (and Macnab Street Trunk)	-	1,200,000	1,200,000	-	1,200,000
Water Mains	-	200,000	200,000	-	200,000
Gas Lines	-	61,900	61,900	-	61,900
Hydro Lines	-	120,300	120,300	-	120,300
Telephone Lines	-	50,100	50,100	-	50,100
Street and Sidewalk Reconstruction	-	200,000	200,000	-	200,000
Sub-total	-	-	10,073,976	-	503,699
Management Costs (5%)	-	-	503,699	-	-
TOTAL	\$5,039,176 ¹	\$4,829,800 ¹	\$10,577,675 ¹	\$2,133,700	\$8,443,975
Federal Share (50%)			\$5,288,837	\$1,066,850	\$4,221,987
Provincial Share (25%)			\$2,644,419	\$ 533,425	\$2,110,994
Municipal Share (25%)			\$2,644,419	\$ 533,425	\$2,110,994

Footnotes to Table 14

- ¹ Approximate allowances for costs incurred through the implementation of the 1963 redevelopment plan, but not paid as of May 31, 1967, are \$65,000 and \$140,000 for the neighbourhood centre and public housing sites respectively, as estimated soon after that date and included in the concept plan cost analysis. These figures covered remaining costs for acquisition (where negotiations were incomplete), demolition, utilities and landscaping.
 - ² Excluding the costs of the waterfront development except for the partnership's share of the Waterfront and Industrial Roads and their associated services.
-

Analysis of City Costs and Capital Budget

The first-phase program proposes a number of land transfers between the City and the partnership. Each of these transfers involves a direct cost or receipt for the City and, of course, a corresponding receipt or cost for the partnership. The estimates of partnership receipts and costs (and the City's 25% share thereof) have just been described. Table 15 deals only with land transactions between the City and the partnership.

Table 15 shows that the City would gain \$36,000 as the result of land transfers with the partnership. This is a trifling amount in comparison to the City's share of the partnership's costs and, furthermore, would be more than offset by the proposed purchases by the Separate and Elementary School Boards. The effect of the above direct City costs and receipts for land transfers is to reduce the City's share of the estimated net cost of first-phase implementation by \$36,000 unless the school site costs are also considered, in which case the net cost is slightly raised.

Table 15

City Costs and Receipts

	Receipts (Sales to the Partnership)		Costs (Purchases from the Partnership)	
	Area (Acres)	Value	Area (Acres)	Value
Neighbourhood Centre: ¹				
Streets ²	0.5	\$10,000	-	\$ -
Parks ³	-	-	2.3	46,000
Public Housing Sites:				
Streets	1.0	20,000	-	-
Project A: Streets	-	-	7.8	156,000
" C: Parks	0.3	6,000	-	-
Streets	0.6	12,000	-	-
" D1: Streets	0.5	40,000	-	-
Incinerator site	1.0	70,000	-	-
" E: Parks	1.5	30,000	0.5	10,000
Streets	0.5	10,000	1.5	30,000
" G: Parks	-	-	1.0	20,000
Streets	(0.5 plus 0.2)			
	ac. of vacant)	71,500	-	-
	lots))			
	0.5	10,000	-	-
" H1: Streets	0.4	18,500	-	-
Total	7.5	\$298,000	13.1	\$262,000

¹ plus 3.4 acres for the Separate School Board (\$68,000) and 1.0 acres for the Elementary School Board (\$20,000).

² refers to existing or proposed street rights-of-way.

³ refers to areas previously owned by or to be sold to the Hamilton Parks Board.

Implementation of this first-phase program requires that the City of Hamilton provide sufficient funds in its capital budget at the appropriate time. Table 16 shows the amount involved for each project. For those projects where the estimated recoveries can be expected soon after the land is available for re-use, only the net cost is included. In some cases, however, where the land is to be leased, the recoveries can be expected to continue over a long period of years and will be in the form of annual revenue rather than a capital sum. The capital budget must therefore accommodate the initial or gross costs of those projects. The total capital budget amount is thus \$9,630,675, all of which is subject to the normal 75% subsidy from the senior levels of government. The resulting City share is \$2,407,669. Since an amount of \$231,762 has

been spent during the period of May 31, 1967, to December 31, 1967, (on the implementation of the 1963 redevelopment plan), the total cost remaining is reduced by that amount and the City's share is reduced by 25% thereof, or \$57,940. This leaves \$2,349,729 for the City's capital budget as of January 1, 1968.

Table 16
First-Phase Capital Budget

Project	Capital Budget ¹ Amount	City Share (25%)	Possible Scheduling
Neighbourhood Centre	gain \$59,000	gain \$14,750	1967-1968
Public Housing Sites	22,000	5,500	1967
A Perimeter Road	2,112,024	528,006	1967-1970
B Block Planning & Rehabilitation	1,466,093	366,523	1970-1975
C Senior Citizens Housing (K.D. Soble Towers and adjacent housing)	35,852	8,963	1968
D1 Bay Street Apartments	110,000 ²	27,500	1968
E Dock Road	160,000	40,000	1971
F1 Brock St. Apartments	536,233 ²	134,058	1971-1972
G James St. Commercial	1,302,754 ²	325,689	1973-1975
H1 James Street Housing	458,720 ²	114,680	1975
Advance Acquisition	200,000	50,000	1970-1975
P Waterfront Road	50,000	12,500	1971-1972
Q Industrial Road	50,000	12,500	1971-1972
Sub-Trunk Sanitary Sewer	850,000	212,500	1972-1973
Macnab St. Trunk Sewer and Local Sewers	1,200,000	300,000	1968-1969
Water Mains, Gas, Hydro & Telephone Lines & Street Reconstruction	632,300	158,075	1968-1975
Management Costs	503,699	125,925	1967-1975
Total Costs	\$9,630,675	\$2,407,669	1967-1975

¹Gross costs minus expected recoveries, except where otherwise stated (see Table 14 for a summary of gross costs, recoveries and net costs for each project).

²Gross costs are included here, since recoveries can be expected only over a period of years.

Table 16 also shows a possible schedule for the first-phase program, spread over an eight-year period from 1968 to 1975 to limit the load on the capital budget and based mainly on the priorities first de-

scribed under the concept plan. The block planning and rehabilitation has been postponed until 1970 and after to permit the early completion of the Perimeter Road and the Macnab Street trunk sewer. On the other hand, Projects C and D1 have been advanced because of their relatively minor cost and of the desirability of providing additional housing in the North End. This possible scheduling of the first-phase program is not shown in any greater detail since it must be thoroughly reviewed by the Hamilton City Council, particularly in view of the City's limited financial resources, the considerable increase in estimated costs since the scheme was initiated and the present lack of detailed or final plans for such projects as the waterfront development and the Perimeter Road.

The suggested schedule is based on capital budget allocations of \$351,000 for 1968 and approximately \$285,000 per year for the period of 1969 to 1975. This compares with the amounts available in the 1968 capital budget which are (excluding a small fund of \$20,000 for non-sharable City costs); \$351,000 for 1968 (\$265,000 authorized already and \$86,000 proposed for 1968); \$259,000 for 1969; \$55,000 for 1970; and \$268,000 for 1971. It is apparent that only small increases would be necessary in 1969 and 1971, while a major increase is indicated for 1970 and amounts of approximately \$285,000 for each of the years 1972 to 1975 are indicated.

PART FOUR: PROCEDURES

This Part describes the recommended procedures by which the City should acquire and dispose of land, control the future use of land, proceed with the block planning and rehabilitation program, assist with relocation and otherwise administer the implementation of the first phase of this urban renewal scheme.

PART FOUR: PROCEDURES

1. ADMINISTRATION AND PUBLIC INFORMATION PROGRAM

Administration

The City of Hamilton now has the following administrative staff in the urban renewal department:

- Director of Urban Renewal
- Executive Assistant
- Project Manager
- Two Relocation Officers
- Community Worker
- Urban Renewal Clerk (employed full-time in the Treasury Department)
- Secretarial staff (one secretary and three stenographers)
- Handyman

Additional staff are now being sought for these three positions:

- Rehabilitation Officer
- Secretary
- Clerk

Most of the present staff have had several years experience with urban renewal implementation in Hamilton and are well acquainted with the variety of responsibilities and duties involved. With the addition of the three staff members listed above, the department should be fully capable of continuing their work in the North End and other urban renewal areas in Hamilton.

The necessary agreements and the financial arrangements have already been made to provide for the participation of the staff of other City departments in matters relating to the urban renewal program.

Public Information Program

It is essential that the public be kept fully informed of the plans for and progress of urban renewal, for it is only with their interest and support that the desired objectives can be achieved. The public information program should include the following activities:

- (a) formal notification to all persons affected, by means of a personal visit, at the initiation of implementation of each project within the first-phase program. This should include business owners and tenants, property owners, housing tenants and lodgers and should be carried out by a staff member able to answer questions (or to explain when and where answers can be obtained) as they arise.
- (b) news coverage of all aspects of urban renewal through the press, radio and television.
- (c) public meetings as required.
- (d) distribution of brochures and leaflets when appropriate.
- (e) appointment of an advisory committee (or committees) representative of homeowners and tenants and of businessmen (both owners and tenants) in the scheme area who could attend meetings with the Urban Renewal Committee and with City urban renewal staff.

Urban renewal staff are already well acquainted with the procedures for a continuing public information program. The urban renewal office has been established in the North End for several years and will continue to operate as a field office as recommended for the rehabilitation program. Prominent sign-boards have already been erected at main entrances to the North End.

2. BLOCK PLANNING AND REHABILITATION PROCEDURES

The relative timing and staging or phasing of the block planning and rehabilitation programs are important and must be determined on the basis of local circumstances. The preparation of block plans will require considerable time and effort on the part of City staff and could quite satisfactorily be staged over a considerable period. Their implementation will also require an extensive period but should be commenced, for any particular block, as soon as possible after the completion of the block plan.

The rehabilitation program will also require a long-term publicity program, discussions with residents over an extended period of time, inspections of houses and the enforcement of minimum housing standards. The rehabilitation program must not precede the preparation of block plans but there are considerable benefits to be derived from simultaneous commencement of the block planning and rehabilitation programs; the number of house inspections could be minimized, both programs could be discussed simultaneously at public meetings and in the publicity program and, finally, the beneficial and complementary nature of the "block plan" proposals should contribute to public interest and enthusiasm for the rehabilitation program.

It is therefore recommended that the block planning and rehabilitation programs be carried out in several phases, each of several adjacent blocks, covering the entire rehabilitation area in an orderly manner. Commencement of the two programs should be almost simultaneous, as required by the detailed steps involved. The only drawback to the staging of the rehabilitation program is some reduction in the effectiveness of the community publicity program but this is not expected to be serious.

The expected beneficial effect of the proposals in the block plans (mainly spot clearance and provision for new construction) on the private rehabilitation program has already been mentioned; public

action to implement these proposals should be readily apparent to residents at the time that the rehabilitation publicity program is commenced or shortly thereafter.

Block Plans

Block plans may be prepared individually or in stages comprising several adjacent blocks. The following steps are involved for each block, generally in the order shown.

- (1) Preparation of a good base map of each block (or small group of blocks) showing existing characteristics. This map should be field checked for accuracy and should show all buildings (including sheds and private garages), driveways and parking spaces, property lines and numbers and important natural and special features. An absolute minimum scale for working purposes is 1 inch to 100 feet; a preferable scale is 1 inch to 40 feet.
- (2) The adoption and approval of an appropriate minimum housing standards by-law (Council adoption of the by-law occurred on January 9, 1968). This is necessary for several reasons: it provides the only effective means for "enforcing" a minimum degree of rehabilitation; it provides for appropriate inspection staff and it provides the inspection staff with the legal authority to carry out interior inspections.
- (3) An exterior and interior inspection of all buildings, including sheds and garages, to determine the type of action required, i.e. clearance or the degree and nature of needed and desirable repairs. The information concerning clearance is necessary for the preparation of the block plans; the information on repairs is necessary for the residential rehabilitation program.

These inspections should be carried out under a cooperative arrangement between the Building and Urban Renewal Depart-

ments, possibly utilizing urban renewal staff working under the authority of the Building Commissioner.

Inspections should not be undertaken unless and until the required action determined from them can be carried out reasonably promptly thereafter since there has already been considerable inspection activity with no apparent results in much of the North End. Without the cooperation of the official responsible for the administration of the minimum standards by-law (the Building Commissioner), urban renewal staff can only inspect house interiors with the agreement of the owner.

The attitudes of the owners towards rehabilitation should be reflected in the recommended action for houses which are in borderline condition between clearance and rehabilitation. Subject to agreement by the senior members of the partnership, these discussions with owners should occur prior to the preparation of block plans. Alternatively, the initial block plans must be tentative and subject to revision.

Consideration could be given to the omission of the interior inspections under the following circumstances:

- (a) where there is some compelling reason for the omission such as public resentment of further disturbance or an urgency for immediate progress (both of which factors are present in the North End);
 - (b) where there is already some reliable information on building conditions available from other sources, such as earlier inspections, records of other city departments, etc.;
 - (c) where there is agreement among the partnership members on this revised procedure; and
 - (d) where this revised procedure is adopted initially for only a small area and on an experimental basis.
- (4) A review of the characteristics of all non-conforming uses to confirm their designation for clearance or retention and the preparation of a brief explanatory statement for proposed clearances.

- (5) Preparation of a map of "Existing Conditions", utilizing the already prepared base map and adding information on the condition of buildings. Map 13 of this report indicates the three types of maps required for each block, all utilizing the same base map.
- (6) Preparation of a map, "Proposed Land Acquisition", showing property already owned by the partnership, property to be acquired by the partnership, buildings to be retained and buildings to be demolished.
- (7) Preparation of a "Block Plan" showing proposed future use of all land, land to be retained for public use, location and dimensions of land parcels to be sold or leased, existing buildings to remain, an indication of proposed and expected new construction, provisions for car parking and services and public utilities, such as lanes, sidewalks, paving, drains, fences, etc., to be provided. This plan should be large enough for display purposes (a scale of about 1":20') or should be available in sufficient quantity for distribution to the public. Descriptive text as necessary should accompany the plan.

Recommendations concerning the provision of car parking, lot sizes, etc., have appeared in a previous section.

- (8) Preparation of cost estimates for the implementation of each block plan, covering the following items:
- property acquisition
 - clearance and relocation
 - lanes, paving, drains and other services or public utilities required
 - allowance for management costs for planning, administration, inspections, etc.
 - financial assistance for rehabilitation
 - recoveries from land disposal

- (9) Partnership review and approval of proposals.
- (10) Discussions and negotiations with owners of property to be acquired.
- (11) Public meetings as necessary, for individual blocks or groups of blocks, for the presentation of proposals. A full discussion of rehabilitation aids and procedures should also be presented at these meetings.
- (12) Possible revisions of block plans after block meetings and after discussions with owners of property to be cleared.
- (13) Acquisition of properties according to recommended procedures.
- (14) Disposal of land according to recommended procedures.

Residential Rehabilitation

The interest of residents in rehabilitation and their willingness and ability to participate in it should be assisted and encouraged whenever possible. Urban renewal staff and the partnership should be prepared to participate in a wide variety of programs and activities related to home maintenance, improvement and rehabilitation.

Specific steps required for the implementation of a full residential rehabilitation program are outlined below; their order is tentative and may need to be revised in accordance with local circumstances. Some of these procedures will require coordination with work on the block planning program.

- (1) Determination of the estimated work required on each house for compliance with the minimum standards by-law and for compliance with "desirable" standards. These estimates should be obtained in conjunction with the inspections required for the block plans; they are required at this stage only for information purposes.

- (2) Public initiation of the rehabilitation program - coincident with the presentation of block plans - through all useful forms of publicity including public meetings for individual blocks or appropriate groups of blocks.
- (3) Establishment of the site office and provision of the recommended assistance and information services.
- (4) Visits with individual homeowners for discussions concerning "needed" and "desirable" improvements to their homes. This program should start with the houses requiring the most rehabilitation while the better houses may be omitted. The extent of this program, the number of houses included, the possibility of repeated visits to some houses and the length of time involved must all be decided by local and current circumstances. The above steps have all been intended to promote voluntary rehabilitation; only when they are obviously unsuccessful should enforcement of the minimum standards be imposed.
- (5) Enforcement of the provisions of the minimum housing standards by-law. This should be undertaken only as required, which may be almost immediately for some non-cooperative homeowners and only after a period of several years in other cases where there is definite but insufficient cooperation.

3. RELOCATION PROGRAM

Adequate provision for the relocation of businesses and residents is an important part of the implementation of any urban renewal scheme, particularly since many of those involved are of more limited financial means than those in areas not warranting urban renewal action. It should be a basic principle of the relocation program that the people and businesses involved will be repaid for the direct expenses incurred. It should also be recognized that there may be social and psychological factors as well as intangible economic costs involved in forced relocation - particularly when the persons concerned have been in the North End for many years or are handicapped in some manner. The urban renewal department and the partnership should be prepared to offer a broad range of assistance to ease these relocation problems. While the desirable and possible forms of assistance cannot be specified at this time, they might include: the provision of meeting space for interested local citizen groups; the assistance of urban renewal staff with various relocation problems; cooperation with local organizations interested in the social aspects of relocation; and contributions to staff salaries and expenses of other agencies assisting with urban renewal relocation.

The City of Hamilton is fortunate that it already has had considerable experience with the implementation of urban renewal schemes and has an experienced relocation staff in its urban renewal department. The extent and nature of the relocation requirements for the implementation of this urban renewal scheme are described in the following text and tables.

Residential Relocation

Precise information on all characteristics of North End housing and residents is not available; this is due to the decision, made early in the preparation of this scheme report, to avoid further house-by-house interviews of North End residents. As a partial substitute, however, the information available from assessment records for

much of the area was compiled by City of Hamilton staff. The results are summarized below for the four projects for which complete information was available.

Table 17 shows that the characteristics of the housing to be cleared and the people to be relocated in the four projects are very similar to those of the entire North End. The proportion of tenant-occupied dwellings to be cleared is higher than the overall average (53% vs. 32%), which is much the greatest divergence, while the average household size is the same (4.1 persons) for both groups.

The relocation estimates for the concept plan were presented in Table 1 and were based on an approximate method described in the accompanying text. Comparison of those estimates with the results of Table 17 shows that they were reasonably accurate and can give a satisfactory indication of the extent of the relocation requirements. The residential relocation needs for the first-phase program are therefore summarized in Table 18, based partly on Table 17 and otherwise on Table 1.

Table 17

Residential Relocation Characteristics

	<u>A</u>	<u>B</u>	<u>C2</u>	<u>H1</u>	<u>Total</u>	<u>North¹ End</u>
Dwelling Units:						
Owner-occupied	27	93	5	13	138	
Tenant-occupied	45	82	41	20	188	
Proportion tenant-occupied	58%	42%	89%	51%	53%	32.1%
Vacant	5	15	-	6	26	
No information	-	4	-	-	4	
Total:	77	194	46	39	356	
Households						
One-family	53	144	35	24	256 (79%)	(80.2%)
Two or more families	6	14	10	2	32 (10%)	(9.1%)
Non-family	13	17	1	7	38 (11%)	(10.7%)
One-person	6	14	1	5	26 (8%)	
Two persons	16	36	9	10	71 (22%)	
Three or four persons	23	55	13	15	106 (32%)	
Five or more persons	27	70	23	3	123 (38%)	
Total households:	72	175	46	33	326 (100%)	
Population						
Persons in families	258	670	197	108	1,233	✓
Lodgers	15	26	6	5	52	
Persons in non-family households	23	30	1	9	63	
Children - age 0- 4	26	72	23	9	130	
5-13	70	181	49	33	333	
14-18	28	78	18	8	132	
Adults	141	329	100	59	629	
Senior citizens) single	16	33	4	4	57	
(over 60 years)) with spouse	15	33	10	9	67	
Total persons	296	726	204	122	1,348	
Average household size	4.1	4.1	4.4	3.7	4.1	4.1
Proportion of children	42%	46%	44%	41%	44%	40% ²
Proportion of senior citizens	10%	9%	7%	11%	8½%	7.7% ³

¹ Figures in this column were copied from Table A.10 and were based on the D.B.S. Census of Canada, 1961.

² Based on ages 0 to 19 rather than the 0 to 18 years which applies elsewhere in this row of figures.

³ Based on ages 65 and over rather than the age group of 60 years and over which applies elsewhere.

Table 18

Summary of First-Phase Residential Relocation

<u>Project</u>	<u>Proposed Demolition</u>		<u>Persons to be Relocated</u>
	<u>Residential Buildings</u>	<u>Dwelling Units</u>	
A	58	77	296
B ¹	132	145	545
C	12	-	50
F1	29	-	130
G1	42	-	190
G2	40	46	204
H1	35	39	122
N and R ²	8	-	35
Advance acquisition ³	10	-	45
Total	366		1,617

¹The estimates for Project B are based on the assumption that only 75% of the proposed clearance will be carried out during the first phase.

²Progress with these two developments depends mainly on the initiative of the private developer; the estimates given here for Projects N and R are based on the arbitrary assumption that half the total potential clearance will be carried out during the first-phase program.

³This is an allowance for the small but unknown number of substandard houses located in areas where redevelopment is not proposed until after the first phase but where acquisition should be carried out in advance.

The potential relocation requirements of Project N have been included here, even though nominally a private responsibility, since they represent a potential need for which the City staff should be prepared to offer assistance.

The total residential relocation requirements of the first-phase program therefore amount to an estimated 1,617 persons. Using the figures from Table 17 which showed an average of 4.1 persons per household, about a 10% instance of "doubling-up" of families and about 10% non-family households, these 1,617 persons would consist of about 395 households containing about 395 families and about forty non-family households.

It is proposed that the present procedures for assisting with residential relocation be continued in Hamilton. The City's considerable experience to date is indicated by the fact that 280 families formerly in the North End had been relocated up to July 1967. Their staff now includes (March 1968) two Relocation Officers (one added recently) plus a Community Worker, which is considered sufficient for the future relocation work in this and other Hamilton urban renewal schemes. Established procedures include the payment of residential moving allowances, contributions towards the legal fees of residential property owners and contributions to assist owner occupants of expropriated residential property to obtain independent appraisals of their property.

The number of families who will require accommodation in public housing is expected to be quite small since only eighteen out of 280 families already relocated have been accommodated in public housing. Since the stock of public housing in Hamilton is now over 1,500 units with about another one thousand under construction or being negotiated (see Table 19 for a detailed list), there should be no difficulty in accommodating former North End residents who require public family-type or senior citizen housing.

Public Housing Stock

The existing stock of public housing units in Hamilton, plus those under construction and proposed, is summarized in Table 19. The existing stock totals 1,522 units, mainly designed for families. It also shows that 610 units are under construction, these being almost exclusively designed for senior citizens. Finally, a further 375 family units have been proposed with negotiations actively underway. The overall totals for public housing units in existence, under construction and proposed, are 1,687 family units and 820 senior citizen units, for a gross total of 2,507 units.

Table 19

Hamilton Public Housing

(a) <u>Existing Units</u>	<u>Family Units</u>	<u>Senior Citizen Units</u>
Roxborough Park	591 (H.H.A.)*	16
Mohawk Gardens	516 (H.H.A.)	-
Catharine Street	4	-
O.H.C. Scattered Sites	18	-
O.H.C. Millwood & Bobolink	46	-
O.H.C. Berrisfield	47	-
O.H.C. Lawfield	37	-
Macassa Park	-	16
Ada Pritchard Apartments	-	45
O.H.C. Macassa Site	-	40
K.D. Soble Towers (North End)	-	146
	<hr/>	<hr/>
Total Existing Units	1,259	263**
	<hr/>	<hr/>
(b) <u>Units under Construction</u>		
O.H.C. Lawfield	6	-
O.H.C. James & Picton	17	-
O.H.C. Roxborough Park West	30	-
O.H.C. Jackson Street West	-	557
	<hr/>	<hr/>
Total Units under Construction	53	557
	<hr/>	<hr/>
(c) <u>Units under Active Negotiation</u>		
O.H.C. Roxborough Park West	39	-
O.H.C. Roxborough Park East	159	-
O.H.C. Cotton Mill Site	91	-
O.H.C. Request for Private Proposals	86	-
	<hr/>	<hr/>
Total Units Proposed	375	-
	<hr/>	<hr/>
Total Units Existing, under Con- struction and under Negotiation	1,687	820**

*Hamilton Housing Authority

**Plus seventy-two units in the Kiwanis Apartments.

Commercial-Industrial Relocation

The following services should be provided to all commercial and industrial establishments which will be subject to relocation:

- (a) a complete information service on progress of the scheme and its implications to businessmen in the area;

- (b) personal interviews as required with each business establishment to be displaced;
- (c) information on the availability of alternate space for either rental or purchase throughout the city, and on the retail, service and office space to be provided within the scheme area;
- (d) staging of development, whenever possible, to permit firms to remain until suitable alternative accommodation is available or to occupy temporary quarters until permanent accommodation is found.

Financial and legal arrangements should be made to acquire business properties at a time (within a reasonable period - preferably one year) which is convenient for the businesses concerned. This would permit businesses to move whenever alternative space could be found and would also prevent financial hardship for landlords whose tenants had vacated in advance of expected clearance. Such properties acquired in advance of the need for clearance should be retained by the City, if their condition permits, to provide temporary quarters for an interim period for businesses required to move and still seeking suitable permanent space.

Businesses displaced by the implementation of the scheme should be given the first right of refusal for leased space in any of the proposed developments, depending, of course, on the suitability of their operation for the new location.

Hamilton urban renewal staff have also had extensive experience with the relocation of businesses; one of their relocation officers has specialized in commercial relocation.

The estimated commercial-industrial relocation requirements for the first-phase program are listed in the following table:

Table 20

First-Phase Commercial-Industrial Relocation

	<u>Number of Establishments</u>	<u>Approximate Floor Area</u>
Retail and Service	31	28,500 sq.ft.
Office	1	400 sq.ft.
Automotive	3	7,300 sq.ft.
Warehouse and Industrial	8	24,400 sq.ft.
Total	<u>43</u>	<u>60,600 sq.ft.</u>

4. LAND ACQUISITION AND DISPOSAL

Designation

The North End has already been designated as a "redevelopment area" according to the provisions of By-law 9548, passed by the Hamilton City Council on December 19, 1961 and approved by the Province on June 28, 1963. However, this report has recommended that the scheme boundaries, as described in the above-mentioned by-law, be extended as outlined on Maps 1 and 2 and described in Appendix 1. In order to provide for the participation of the Province in the cost of implementing the first phase of this urban renewal scheme and in order to empower the City to expropriate the required land, it will be necessary for the City to obtain provincial approval of a by-law designating the required extensions of the boundaries of the existing redevelopment area. (The boundaries may require to be extended slightly further than recommended in this report to accommodate the final alignment determined for the Perimeter Road. The City's by-law should specify the appropriate final boundaries.)

The application for alteration of boundaries should be made as soon as Council has adopted this report and passed the appropriate by-law according to the provisions of subsection 2 of Section 20 of The Planning Act (R.S.O. 1960, C296). It is recommended that the entire scheme area be included in the revised North End redevelopment area since there is no significant portion of it that is not included within the first-phase program.

Acquisition

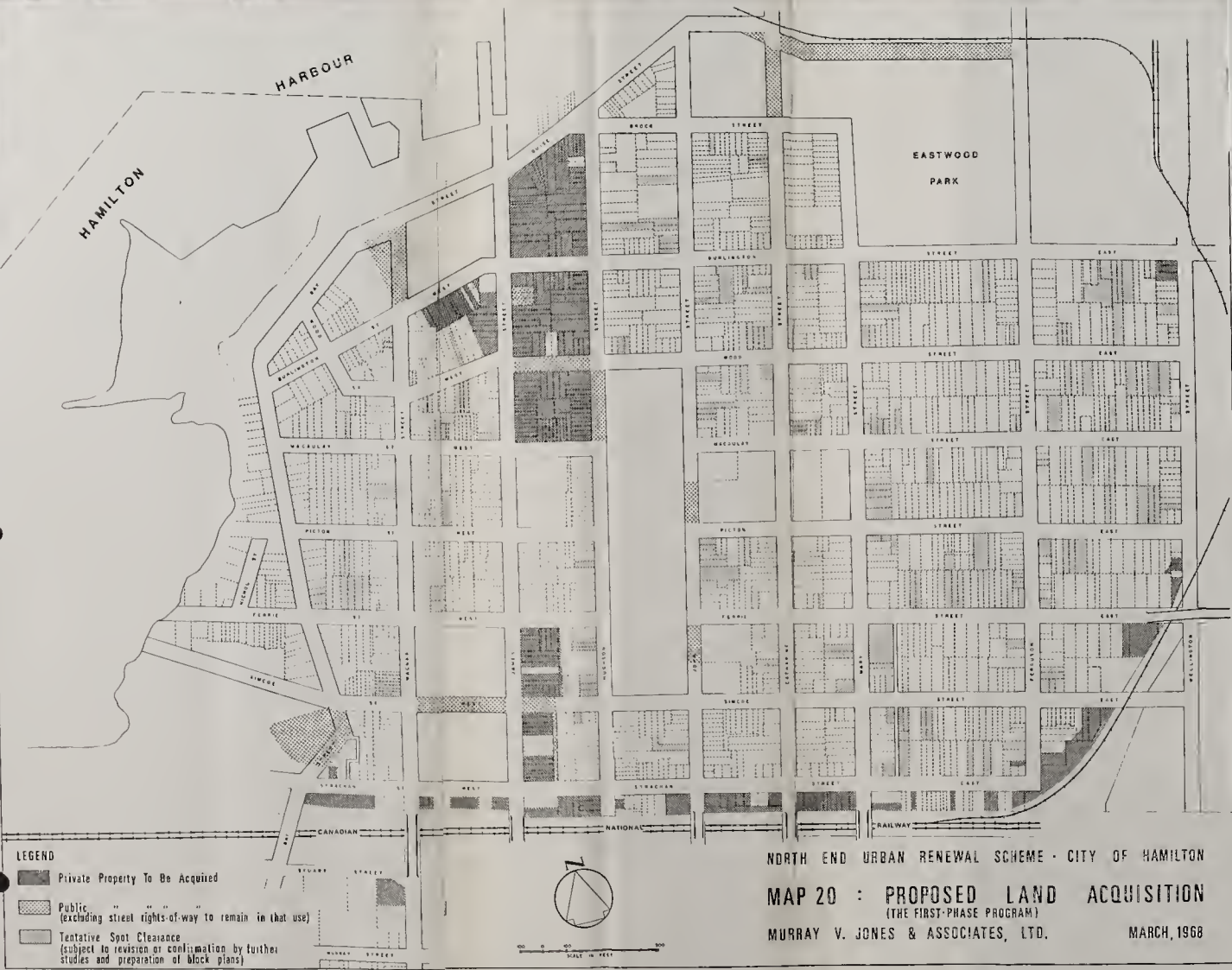
The properties for which acquisition is proposed, and the recommended staging thereof, have already been described and are illustrated on Map 20. It should be noted that some of the areas designated are tentative only and are subject to confirmation or revision during the preparation of block plans.

The actual acquisition of land should be carried out by the City, acting on behalf of the urban renewal partnership. Accurate maps of the ownership and areas of the land involved should be prepared by reference to existing records or, where necessary, by resurveying. Independent appraisals should also be obtained after which offering prices may be determined by review of the appraisals by a sub-committee representative of the three partnership members (according to already established Hamilton practice). Negotiations and legal proceedings (including expropriation) should be undertaken by staff from the appropriate City departments. The price to be paid for publicly-owned lands is a matter for negotiation among the members of the partnership and any other public agencies concerned. Recommendations in this regard have already been made in the "Cost Analysis".

There should be some flexibility possible in the determination of the dates of individual expropriations and relocations to minimize the inconvenience for the persons concerned. This matter of flexibility in the time of acquisition is particularly important in the residential areas where rehabilitation and spot clearance is proposed and where every effort should be made to accommodate requests for advanced or delayed acquisition. It is proposed here that as soon as the necessary approvals have been obtained (including the approval of individual block plans) the City should be prepared to consider the advance acquisition of properties which come on the market and are proposed for clearance. This procedure would assist owners who wish to dispose of their properties in advance of the proposed acquisition schedule and would reduce the extent of future legal actions.

Property Management

Property management will be a necessary part of the City's implementation procedures in cases where properties have been purchased somewhat ahead of schedule, as discussed above, or where some or all of the tenants have not been relocated, or where buildings in reasonably



LEGEND

- Private Property To Be Acquired
- Public (excluding street rights-of-way to remain in that use)
- Tentative Spot Clearance (subject to revision or confirmation by further studies and preparation of block plans)

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP 20 : PROPOSED LAND ACQUISITION
(THE FIRST-PHASE PROGRAM)

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MARCH, 1968

good condition are retained to provide temporary accommodation for dislocated businesses or persons who have not yet been able to locate suitable permanent accommodation. This property management should be undertaken by the urban renewal staff. Provision for the deduction of a 5% management fee by the City for administering any such properties should be provided in the agreements to be negotiated with the provincial and federal governments.

Clearance

Demolition and clearance should be carried out under contract by demolition contractors chosen by competitive tender. Demolition should take place as soon as possible after buildings are finally vacated in order to minimize the risk of fires and accidents. Buildings to be temporarily retained by the partnership must be securely closed up while vacant. The demolition contractor should be required to leave the site reasonably level, graded to prevent the formation of pools of water and free of debris.

Land Disposal

The block plans to be prepared for the extensive areas to remain mainly in single-family residential use will indicate the many lots for which development with new individual private houses is proposed. There has been for several years a considerable demand for such lots in the North End, at least partly resulting from residents dislocated by the urban renewal projects already completed. It is recommended that these lots be offered for sale as they become available, at predetermined prices dependent on the size, frontage and location of individual lots, with the first right of refusal to former North End residents displaced by urban renewal. Appropriate development regulations should be applied to the lots and made known to potential purchasers.

An appraisal of land values in North End residential areas should be undertaken as a basis for setting the sale prices of individual lots.

Lands for private redevelopment (other than for individual private houses) should be leased on a competitive basis to private developers. Development regulations, covering such items as type and intensity of use, provisions for parking, landscaping, automobile access points and other terms appropriate to the intent of the scheme should be specified by the partnership when development proposals are sought. Proposals submitted should be judged on the basis of their design and their compatibility with the overall objectives of the scheme. On the other hand, the leasing rate should not be part of the competition but should be determined by negotiations with the prospective developer(s) selected through the competition. (City staff are already experienced with this procedure.)

An analysis of the economic feasibility of the proposed private redevelopment was undertaken in Part Three. Its results are an estimate of the returns which the partnership can expect from the sale or lease of land.

5. LAND-USE CONTROLS

(a) Official Plan

The existing provisions of the Official Plan which apply to the North End were illustrated on Map A.1 and described in Appendix Three. These provisions were incorporated into the Official Plan by Amendment No. 145 which was based on the proposals of the 1963 redevelopment plan and which reclassified as residential extensive areas of land in the redevelopment area which were previously classified as commercial and industrial.

This urban renewal scheme report proposes some extensive changes to the previous redevelopment plan. The Official Plan should therefore be amended again by the City of Hamilton, in accordance with the provisions of The Planning Act (RSO 1960 c.296) in order to reflect the new proposals. While these have been fully discussed earlier, the major ones are:

- the extension of the scheme area to the west to include the waterfront area;
- the development of the waterfront mainly for park and recreational purposes but with some appropriate residential and industrial uses;
- the conservation and rehabilitation of much of the existing housing stock;
- the redevelopment of the James Street area for residential and commercial uses; and
- the redevelopment for apartments of the sites overlooking the harbour to the north and west.

The proposed amendments to the land use map in the Official Plan are illustrated on Map 21.

(b) Zoning By-law

The present zoning regulations in the North End were adopted in 1961, at which time it was considered expedient to designate the entire North End redevelopment area for residential use so that no new commercial or industrial development would occur during the period of preparation for redevelopment action. It is proposed that these regulations be continued generally unchanged for the present time, except as shown on Map 21 and discussed below.

One immediate change proposed in the zoning regulations concerns the southwestern part of the scheme area and some adjacent land where light and heavy industry ("J" and "K") are now permitted. A new zone, with the suggested designation "J-2: Prestige Industrial", is proposed for the industrial portion of the waterfront development and for the vicinity of Bay Street and the Perimeter Road. This new zone should provide for an "industrial park" type of development on these valuable sites which are close to the centre of Hamilton and to good arterial roads and could also act as a buffer zone between the North End and the heavy industrial zone to the southwest. Uses in this zone should be restricted to light manufacturing and warehousing in wholly enclosed buildings, with restrictions on the emission of smoke, noise, etc., and with appropriate parking, landscaping and siting requirements. The application of this zone to the land just south of this scheme area in the vicinity of Bay Street would be in full accordance with the recommendations of the York Street Urban Renewal Scheme. Special provisions should be made for the east frontage of Bay Street, between Murray and Stuart Streets, to permit the continued existence of the hotel, as presently permitted under the existing "J" District regulations.

The land between Simcoe and Strachan Streets to the west of Bay Street (the former "incinerator" site) should be zoned mainly for low-density residential use instead of its present industrial designation, a restriction which will apply mainly to City-owned property and is intended to facilitate the retention of this entrance to the

ZONING LEGEND

- D Residential - one and two family dwellings
- DE-3 " - low density multiple dwellings
- E " - multiple dwellings
- F Waterfront District
- J Light Industrial
- J-2 Prestige Industrial *
- K Heavy Industrial

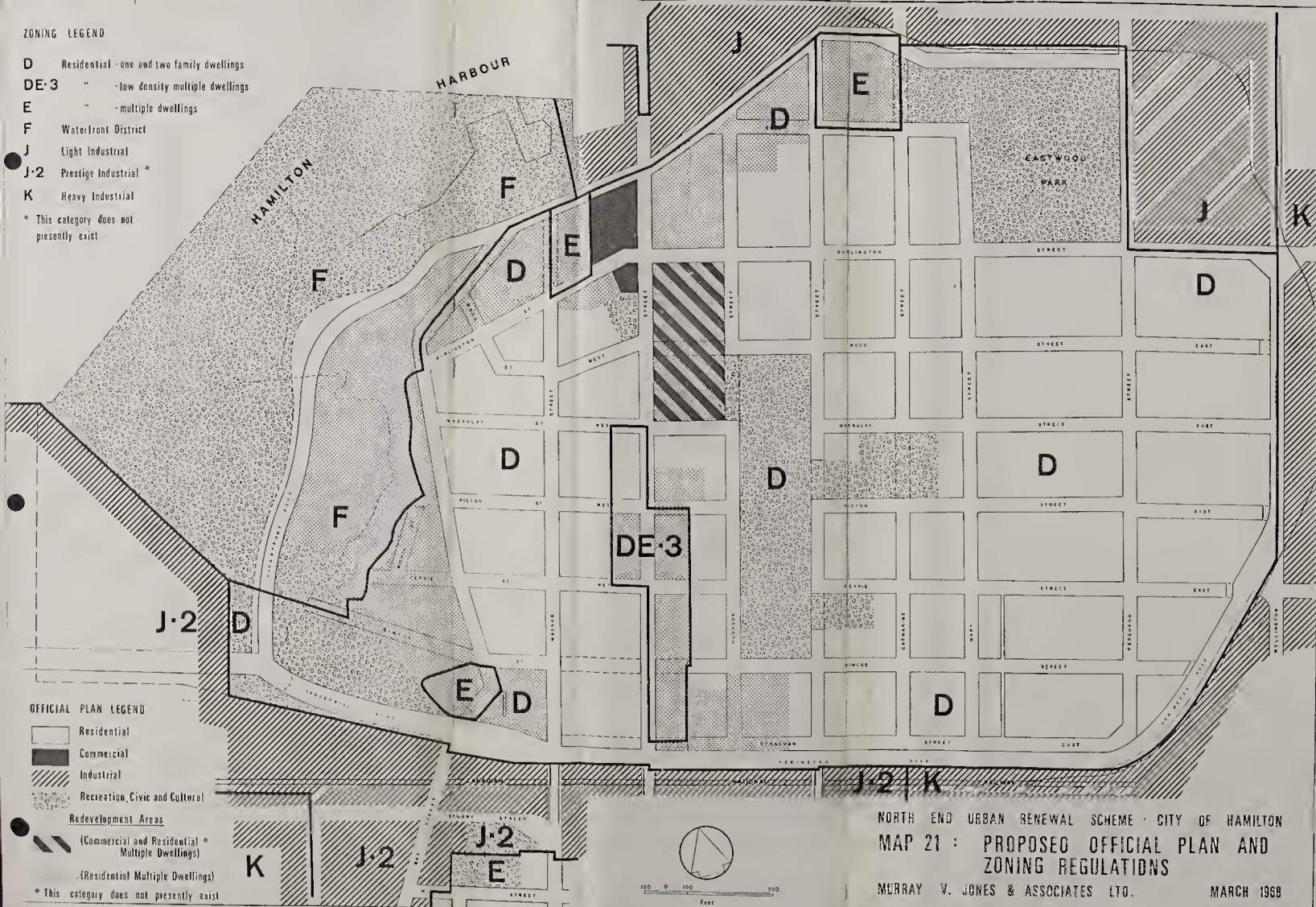
* This category does not presently exist

OFFICIAL PLAN LEGEND

- Residential
- Commercial
- Industrial
- Recreation, Civic and Cultural

- Redevelopment Areas**
- (Commercial and Residential * Multiple Dwellings)
- (Residential Multiple Dwellings)

* This category does not presently exist



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
 MAP 21 : PROPOSED OFFICIAL PLAN AND
 ZONING REGULATIONS

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MARCH 1968

waterfront park mainly as open space. The designation of Residential-Multiple Dwellings (E) is recommended immediately for a small portion of this area where the redevelopment proposal (Project D1 - Bay Street Apartments) has a high priority and where the land is now publicly owned.

As a result of the above recommendations, the "K-Heavy Industry" zone to the southwest of the North End would be somewhat reduced in extent, as shown on Map 21.

The "D" residential designation applied to most of the North End is intended as an interim control where future redevelopment is proposed. Appropriate changes should be made in the zoning by-law when the redevelopment proposals are imminent. Detailed provisions for the development of most of the sites can be prepared by agreement between the partnership and the developer as conditions of the sale or lease of the property concerned. Detailed provisions for the development of the waterfront area are to be the subject of negotiations between the partnership, the developer and the Hamilton Harbour Commission, along with negotiations for possible land transfers, the sharing of the costs of services and possible amendments to the existing waterfront zoning regulations as discussed earlier in this report.

(c) Minimum Housing Standards By-law

A minimum standards by-law is an essential part of a housing rehabilitation and conservation program; progress with the adoption and approval of such a by-law and recommendations on the procedures for its application have been presented in Sections 3.2 and 4.2 of this report.

PART FIVE: APPENDICES

1. Location and Selection of Boundaries
2. Existing Land Use
3. Existing Development Controls
4. Existing Roads and Traffic
5. Existing Community Services
6. Existing Public Utilities
7. Condition of Buildings
8. Population and Housing Characteristics
9. Commercial-Industrial Characteristics
10. Economic Characteristics
11. Present Municipal Finances
12. Housing Statistics
13. Rehabilitation Experience

PART FIVE - APPENDICES

1. LOCATION AND SELECTION OF BOUNDARIESLocation

The North End Renewal Area consists of some 370 acres including approximately 70 acres of water lying between the western shoreline and the Hamilton harbour headline. The location of the Area in relation to the City of Hamilton and to the nearby Civic Square and York Street renewal areas is shown on Map 1. The boundaries are also shown in detail on Map 2 and are described below.

The northern boundary is an irregular line following Burlington Street East, Ferguson Avenue and its extension, the north limit of Eastwood Park, Guise and Bay Streets, a line just east of Macnab Street extending north to the harbour followed by a line extending west to the Hamilton harbour headline. The last two portions of the northern boundary coincide with the extremities of the Royal Hamilton Yacht Club docks.

The western boundary follows the Hamilton harbour headline and the western edge of the extension of Queen Street (both as defined for the Department of Public Works, Ottawa, on a plan of the Hamilton harbour headline).

Basically, the southern delineation of the area follows the Canadian National Railway's Grimsby-Oakville main line. However, between Bay and Macnab Streets the boundary has been extended southward to include the block north of Murray Street while the boundary to the west of Bay Street consists of Strachan Street and the northern limit of the C.N.R. water lot (and their extensions, as shown on the harbour headline plan). To the east of the Area, the Canadian National Railway's spur line and the east side of Wellington Street constitute the remaining boundary.

In relation to the City of Hamilton, the scheme area adjoins the city's prime industrial area and harbour installations to the east of Wellington Street. The Central Business District and Civic Square Scheme Area lie a short distance to the south. The C.N.R.'s main rail line and marshalling yards which constitute, in part, the southern boundary of this Area also formed, in part, the northern boundaries of the Central Hamilton Study and the York Street Scheme Areas.

Selection of Boundaries

A preliminary urban renewal study prepared in 1958 by the City of Hamilton Planning Board directly influenced the selection of the boundaries described above. This study delineated nine renewal areas and recommended that each be studied in detail according to an assigned priority rating. Based on the study's recommendations, the scheme area (Area 4) was designated as a redevelopment area in December of 1961 and was the subject of a redevelopment plan prepared by the Hamilton Urban Renewal Committee in November of 1962. The plan, which was later approved by the Ontario Municipal Board on June 28, 1963, has been partially implemented over the last four years with the financial cooperation of the senior levels of government. In both study reports the area boundaries roughly coincide with those of the present scheme area except for the current inclusion of three additions which consist of the block to the north of Murray Street between Bay and Macnab Streets, the block to the south of Simcoe Street between Bay Street and the harbour and the area (primarily water) between the western shoreline and the western harbour headline.

The acceptance of these boundaries is based not only on their pre-definition by the previous studies but on their logical relationship to the topographical and functional characteristics of the area. Hamilton harbour to the west of the scheme area forms a natural boundary that permits the inclusion of nearly one mile of uninterrupted shoreline. Presently, the harbour frontage accommodates the Royal Hamilton Yacht Club and the Leander Boat Club but for the most part the shore front

consists of derelict private boathouses, rotting wharves and non-conforming residential and industrial uses. The need to create a more attractive and beneficial use of this sheltered stretch of waterfront property required its inclusion within the scheme area. Due to recent filling operations which have changed the location of the shoreline, and due to the probability of further filling, the western boundary was extended to the harbour headline, as described above, to include the entire potential waterfront development.

Similarly, the selection of the Canadian National Railway main line as the southern boundary is justified by the decisive separation it achieves (due to deep open-cut construction) between the scheme area and the neighbouring residential area to the south. This separation is further accentuated by the distinct difference in the residential character of the two areas to the north and south of the rail line. The fact that this delineation permits the inclusion of the perimeter road east-west right-of-way (proposed for Strachan Street and adjoining lands to the south) makes the C.N.R. line a logical southern boundary.

Consideration of the future disposition of the historic Old Custom House first suggested the inclusion of the additional block between Bay and Macnab Streets and north of Murray Street. Furthermore, some street relocation or modification is expected to be required within the block for the connection of Bay and Macnab Streets to the proposed Perimeter Road. The scheme boundary has also been extended to include the block bounded by Simcoe, Bay and Strachan Streets, which forms a logical part of the Area and must be included in any comprehensive redevelopment of the waterfront area. The site is now vacant and owned by the city, having originally been purchased as a possible site for an incinerator which is now scheduled for construction in the east end of the city.

A distinct and logical separation of land use between the industrial areas to the south and east and the residential areas to the north and west is achieved by the selection of the C.N.R. spur line and Wellington Street as the eastern boundary. (The precise location of

the eastern boundary may need to be revised slightly in accordance with final engineering plans for the perimeter road.) Similarly logical in terms of land use is the delineation of the irregular northern boundary which excludes the permanent harbour installations of the Hamilton Harbour Commission and related industrial and institutional uses from renewal consideration.

2. EXISTING LAND USE

The distribution of land uses within the scheme area was illustrated on Map 3 and discussed in Part One; it is further summarized in Table A.1 which specifies the acreage of each of several uses within each block. The information is based on surveys of land use which were undertaken in 1966 and updated in 1967. Some of the figures in the table are necessarily approximate since precise maps were not available and since the boundaries of some land uses could not be precisely defined.

The table shows that some 117 acres are in residential use, of which only 5 acres are used for multi-family (three or more family) structures. About six acres are used for commercial purposes and nine for industrial uses. Other uses occupy 84 acres and cover a diversity of uses such as railroad right-of-way, schools, churches, parks, the vacant "incinerator" site south of Simcoe Street, the site formerly occupied by the cotton mills and a considerable amount of vacant or only partially used land along the waterfront.

Table A.1 - Areas of Existing Land Uses

AREA IN ACRES						
Block	Residential		(1) Commercial	(1) Industrial	(1) Other Uses	Total Acreage
	Single	Multi-				
	(or 2-family)	family				
1	0.8	0.2	0.3	2.0	16.9	20.2
2	0.1	-	-	0.1	1.2	1.4
3	0.9	-	-	-	-	0.9
4N	1.3	-	-	0.2	1.1	2.6
4S	0.1	-	-	-	7.4	7.5
5	0.4	-	-	-	-	0.4
6	0.5	-	-	-	1.4	1.9
7	0.8	-	-	-	-	0.8
8	2.5	-	-	-	-	2.5
9	2.9	0.2	-	-	-	3.1
10	2.6	-	0.1	-	-	2.7
11	1.8	0.1	-	-	0.1	2.0
12	1.8	-	-	-	-	1.8
13N	0.1	-	-	-	3.1	3.2
13S	1.0	-	0.6	1.4	0.8	3.8
14	-	-	1.0	-	1.7	2.7
15	2.2	0.1	0.4	-	-	2.7
16	1.3	-	0.3	0.1	0.2	1.9
17	1.3	-	0.1	0.1	1.0	2.5
18	2.2	0.1	0.2	-	-	2.5
19	-	-	-	-	2.5	2.5
20	-	-	-	-	2.5	2.5
21	0.4	-	-	-	0.8	1.2
22	2.2	0.1	0.2	-	0.7	3.2
23	1.9	-	0.2	0.3	0.2	2.6
24	1.8	-	0.1	-	0.3	2.2
25	0.7	-	-	1.4	0.1	2.2
26	1.6	0.1	0.2	0.3	-	2.2
27	1.4	0.1	0.3	-	0.4	2.2
28	1.6	-	0.4	-	0.1	2.1
29	0.5	-	-	-	0.4	0.9
30	0.9	-	-	0.2	0.2	1.3
31	2.0	-	-	0.3	1.5	3.8
32	2.1	0.3	-	-	0.2	2.6
33	-	-	-	-	2.4	2.4
34	-	-	-	-	2.7	2.7
35	-	-	-	-	2.7	2.7
36	-	-	-	-	2.4	2.4
37	1.7	0.2	-	-	0.2	2.1
38	0.4	-	-	-	0.5	0.9
39	-	2.6	-	-	-	2.6
40	2.4	-	0.1	-	1.2	3.7
41	2.4	-	0.2	-	-	2.6
42	2.0	-	0.1	-	0.1	2.2
43	-	-	-	-	2.4	2.4
44	2.0	-	-	0.2	-	2.2
45	1.0	-	-	-	1.2	2.2
46	2.2	-	-	-	-	2.2
47	0.3	-	-	-	0.7	1.0
48	1.8	-	0.1	0.6	-	2.5
49	1.5	0.2	0.2	-	-	1.9
50	1.4	-	-	0.2	-	1.6
51	-	-	-	-	1.8	1.8
52	1.5	-	0.2	-	-	1.7
53	1.5	-	0.1	-	-	1.6
54	1.5	0.1	-	-	0.1	1.7
55	0.5	-	-	-	0.2	0.7

Table A.1 - Continued

AREA IN ACRES						
Block	Residential		(1) Commercial	(1) Industrial	(1) Other Uses	Total Acreage
	Single (or 2-family)	Multi- family				
56	-	-	-	-	16.3	16.3
57	5.6	0.1	-	-	-	5.7
58	4.4	-	0.1	0.1	-	4.6
59	4.2	0.3	-	-	-	4.5
60	4.4	0.1	0.1	-	-	4.6
61	3.7	-	-	0.7	0.1	4.5
62	4.3	-	0.1	-	-	4.4
63	0.8	-	-	-	1.2	2.0
64	5.0	-	0.1	-	-	5.1
65	3.8	-	-	0.4	-	4.2
66	4.4	-	0.2	-	-	4.6
67	3.3	0.3	0.2	0.2	0.1	4.1
68	1.3	-	0.2	0.2	1.6	3.3
69	1.1	-	-	-	1.3	2.4
Sub-Total	112.1	5.2	6.4	9.0	84.0	216.7
Streets						81.8
Sub-Total						298.5
Water					approx.	71.5
TOTAL					approx.	370.0

(1) Includes those properties which serve a commercial, industrial or public function in conjunction with a residential use. In total, 3.7 acres of commercial land, 0.7 acres of industrial land and 0.4 acres of other land are involved.

Note: - "Other Uses" includes schools, parks and other public uses, land owned by the Canadian National Railway and the Hamilton Harbour Commissioners and vacant land.

- The above figures are approximate in some cases since precise maps are not available and since the boundaries of some land uses cannot be precisely defined.

3. EXISTING DEVELOPMENT CONTROLS

(a) Zoning By-laws

Zoning By-law No. 6593 requires that the future development of land in the North End Area be restricted according to the six zoning categories shown on Map A.1. The general area to which each category applies together with a brief description of the uses permitted and standards enforced are described below.

Residential District (D) (Urban Protected Residential - One and Two Family Dwellings, etc.)

Virtually the entire North End Area is zoned in this category. The exceptions are the waterfront lands, a few blocks along James Street and two parcels of land north of Burlington Street, all of which are discussed later.

Uses permitted in this zone include one and two-family dwellings, row dwellings, boarding and lodging houses, nursing homes and homes for elderly persons. No building in this zone can exceed 3 storeys or 45 feet in height. For single-family dwellings a lot area of 4,000 square feet and width of 40 feet is required, with yards of twenty, four, and twenty-five feet width for the front, sides and rear respectively. Two-family dwellings require lots of 7,000 square feet area and 60 feet width.

Residential District (DE-3) (Multiple Dwellings)

The James Street frontage of five blocks between Strachan and Macaulay Streets, as shown on Map A.1, is included in this zone. This zone permits one, two and three family dwellings, converted and row dwellings plus multiple dwellings. Building heights are restricted to three storeys. Single family dwellings require lots of 40 feet width and 4,000 square feet area with somewhat greater requirements for two and three family dwellings.

The floor area ratio is limited to 0.90 and 25% open landscaped space is required for multiple dwellings.

Residential District (E) (Multiple Dwellings, Lodges, Clubs, etc.)

Two parcels of land at the northern boundary of the residential part of the North End are in this zone which permits uses similar to those permitted in the DE-3 zone described above plus hospitals, lodges or clubs and medical or dental clinics. The only other land in this zone is a small parcel at the extreme south of the scheme area.

Single family dwellings require lots of 40 feet width and 4,000 square feet in area with only slightly greater requirements for the various forms of multiple dwellings. The sizes and heights of multiple dwellings are limited by a maximum floor area of 1.7 and by a maximum height of 55 feet.

Special Waterfront District (F)

This zone covers almost the entire waterfront portion of the Area. As shown in approximate form on the map, it includes some water lots extending westward into Hamilton harbour. Permitted uses include multiple dwellings, summer camps, marinas, hotels, restaurants and amusement parks. The maximum permitted floor area ratio is 1.6.

Light Industrial District (J)






This category applies to two parcels of land in the southwest part of the Area and to lands immediately adjacent to the Area on the north and south. A wide range of commercial and industrial uses are permitted in this zone.

Development standards include a maximum height of ten storeys and 120 feet, side and rear yards of 15 feet where adjacent to a residential zone and a maximum lot coverage of 85%. The maximum permitted floor area ratio is eleven times the lot area with a bonus clause for larger sites.

Heavy Industrial District (K)

This zone applies only to a very small parcel in the southwest corner of the Area plus lands immediately outside the Area to the south and east. Permitted uses include all those under the "J" zone and some

OFFICIAL PLAN LEGEND

-  RESIDENTIAL
-  REDEVELOPMENT AREA
(Residential Multiple Dwellings)
-  COMMERCIAL
-  INDUSTRIAL
-  RECREATIONAL, CIVIC & CULTURAL

HAMILTON

HARBOUR

NOTE: Irregular boundary of F zone here, corresponding to old shoreline and to outer boundary of water-tide.

ZONING LEGEND

- D RESIDENTIAL - One and Two Family Dwellings
- DE-3 RESIDENTIAL - Low Density Multiple Dwellings
- E RESIDENTIAL - Multiple Dwellings
- F WATERFRONT DISTRICT
- J LIGHT INDUSTRIAL
- K HEAVY INDUSTRIAL



SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON MAP A-1 : OFFICIAL PLAN AND ZONING REGULATIONS

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

additional manufacturing operations of a primary nature. Development standards are the same as for the light industrial category.

(b) Official Plan

The Official Plan of the Hamilton Planning Area consists of a land-use plan without accompanying text. The designations are illustrated on Map A.1 which shows that the majority of the Area is proposed for residential use. A substantial strip along the western and north-western areas and on the top of the bank overlooking the harbour is proposed for redevelopment with multiple dwellings. A small commercial area is proposed at the northern end of James Street while most of the waterfront is also designated commercial. Industrial uses are proposed for the extreme south-west part of the area. The existing public and institutional areas in the middle of the North End are designated accordingly. The lands adjacent to the scheme area are all designated for industry.

(c) Building By-law (No. 4797)

The building by-law provides for the construction, alteration or demolition of structures by defined procedures. Restrictions on the type and quality of materials, building height, area, design and means of egress, heating and plumbing installations and other related construction matters are controlled by this by-law. Building design, construction, occupancy, use and maintenance are covered with respect to safety requirements.

(d) Health By-law (No. 4798)

The health by-law for the City of Hamilton permits inspection of premises in order that an adequate standard of occupancy, ventilation, heating (and other factors which may be injurious to health) be maintained. Inadequate standards of maintenance may result in closure of premises by court order.

4. EXISTING ROADS AND TRAFFIC

(a) Roads and Sidewalks

The road system in the renewal area continues to serve the same basic functions for which it was originally designed. Map A.2 illustrates that portions of only four Area streets serve in an arterial capacity (James, John and Bay Streets between the C.N.R. line and Burlington Street and Burlington Street from Wellington Street to Bay Street) while Map A.3 indicates their present traffic volumes. The section of Bay Street to the south of the C.N.R. line is classified as a collector road while the remaining streets are all local in function.

Table A.2 lists the location, type and width of rights-of-way and pavements for all streets in the area. Also included in this table is an estimate of the remaining years of life of all Area pavements and sidewalks. This information is also shown on Map A.4 and has been provided by the Engineering Department of the City of Hamilton.

The local function of the overall road system is emphasized by the fact that about 80% of the approximately 10 miles of streets are classified as local roads and only about 20% as arterial or collector roads. The great majority of the streets have a right-of-way width of 66 feet though a few short sections of street are over 66 feet wide and a few streets are less than 66 feet wide (usually 64 feet). Also the majority of the streets have an asphalt surface on a permanent granular base although a considerable proportion are only surface treated. The condition of many of the streets and sidewalks is illustrated graphically on Map A.4 and detailed in Table A.2

(b) Public Transportation

The Hamilton area is provided with bus service by the Hamilton Street Railway Company. Service to the North End is provided by the Bay-Front route (No.3) which travels north and east on John and Burlington Streets and, on the return trip, travels west and south on Burlington and James Streets (See Map A.2). The route accordingly serves to relate the Area to the industrial area to the east as far as Kenilworth Avenue and to the downtown.

HAMILTON

HARBOUR

EASTWOOD
PARK

SOURCE

STREET CLASSIFICATION: Based on information provided by the City of Hamilton Department of Engineering.

ON-STREET PARKING: Based on information provided by the City of Hamilton Department of Traffic.

LEGEND

STREET CLASSIFICATION

	ARTERIAL
	COLLECTOR
	LOCAL

ON-STREET PARKING

	ALL DAY PARKING
	ONE HOUR PARKING
	NO DAYTIME PARKING
	NO PARKING ANYTIME
	NO STOPPING 700-900AM
	NO STOPPING 4-30-600PM
	PUBLIC TRANSIT ROUTE

CANADIAN

NATIONAL

RAILWAY



100 0 100 200
SCALE - FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
**MAP A-2: STREET CLASSIFICATION,
PARKING AND PUBLIC TRANSIT**
MURRAY V. JONES & ASSOCIATES, LTD. JULY 1967

HAMILTON

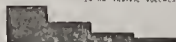
HARBOUR

EASTWOOD

PARK

LEGEND

24 HR TRAFFIC VOLUMES



HAMILTON AREA TRANSPORTATION STUDY MAY, 1963

37 HR TURNING MOVEMENTS



LEFT TURNING VOLUMES (COUNTS) MAY 64 MAY 65

ONE WAY TRAFFIC



100 0 100 500
SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-3: TRAFFIC VOLUMES

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

HAMILTON

HARBOUR

EASTWOOD
PARK

SOURCE: Based on information provided
by the City of Hamilton De-
partment of Engineering

LEGEND

- 0 - 5 YEARS OF LIFE
- 6 - 10+ YEARS OF LIFE
- ST: SURFACE TREATMENT
- AT: ATRAVEL ON GRANITE BASE
- AC: ATRAVEL ON CONCRETE BASE



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON
**MAP A-4: CONDITION OF STREETS
AND SIDEWALKS**
MURRAY V. JONES & ASSOCIATES, LTD. JULY, 1967

Table A.2 - Road and Sidewalk Inventory

R O A D W A Y				S I D E W A L K						
Street Name	Street Location		Type	Right of Way (ft.)	P A V E M E N T		North-East		South-West	
	From	To			Road Width (ft.)	Type of Surface	Remain. Life: Years	Width (ft.)	Remain. Life: Years	Width (ft.)	Remain. Life: Years
Brock Bay	Guise	Catherine	Local	66*	22	T	-	-	-	-
	Murray	C.N.R.	Collector	66*	45	C	20	5	5	15
	C.N.R.	Strachan	Arterial	66*	40	M	10	-	-	-
	Strachan	Burlington	Arterial	66*	29	M	10	5	5	5
	Burlington	Wood	Local	90*	30	M	10	5	5	5
Burlington	Wood	Guise	Local	90*	25	T	-	-	-	-
	Wellington	James	Arterial	66	42	M	10	5	5	5
	James	Bay	Arterial	66	30	M	5	5	5	5
	Harbour	Burlington	Local	64	30	M	10	4'6"	5	4'6"
	Burlington	Picton	Local	64	30	M	10	4'6"	5	4'6"
Catherine	Picton	C.N.R.	Local	64	30	M	10	5'6"	5	5'6"
	Burlington	Wood	Local	66	23	T	-	4'6"	5	5'6"
	Wood	Strachan	Local	66*	28	T	-	5'6"	5	5'6"
	Harbour	James	Local	66	28	M	-	-	5	0
	James	Hughson	Local	66	30	M	-	5	5	0
Ferrie	Hughson	Catherine	Local	66	25	M	5	5	0	0
	Catherine	Wellington	Local	66	25	M	5	5	0	0
	Catherine	John	Local	66*	32	T	-	-	-	-
	John	Hughson	Local	66*	32	T	-	-	-	-
	Hughson	James	Local	66*	32	T	-	-	-	-
Guise	James	Bay	Local	66*	32	T	-	-	-	-
	C.N.R.	Strachan	Local	64	30	T	-	5	5	5
	Strachan	Picton	Local	64*	30	T	-	5	5	5
	Picton	Burlington	Local	64*	25	T	-	5	5	5
	Burlington	Guise	Local	64*	24	T	-	5	5	5
James	C.N.R.	Burlington	Arterial	66	40	M	5	8	3	5
	Burlington	Guise	Local	66	38	M	5	8	3	5
	Guise	Harbour	Local	66	39	M	5	8	3	5
	C.N.R.	Burlington	Arterial	66	28	M	-	5	5	5
	Burlington	Guise	Local	66	26	M	-	5	5	5

Table A.2 - Road and Sidewalk Inventory (Continued)

R O A D W A Y				P A V E M E N T				S I D E W A L K			
Street Name	Street Location		Type	Right of Way (ft.)	P A V E M E N T		North-East		South-West		
	From	To			Road Width (ft.)	Type of Surface	Width (ft.)	Remain. Life: Years	Width (ft.)	Remain. Life: Years	
Mary	C.N.R. Wood	Wood Burlington	Local	66*	28	M	5	5'6"	5	5'6"	5
Macaulay	Burlington Bay	Brock James	Local	66	28	M	5	5'6"	5	5'6"	5
	James Mary	James Mary	Local	66*	28	M	5	-	-	4'6"	5
	Murray Stuart	Wellington Stuart	Local	66	28	M	10	5	0	5	0
	Stuart C.N.R.	C.N.R.	Local	66	24	M	10	5	0	5	0
	C.N.R. Burlington	Guise Harbour	Local	66	24	M	5	5'5"	0	5'5"	0
Marsh	Bay	Bay	Local	66	30	C	5	5'5"	0	5'5"	0
Murray	Park	Macnab	Local	66	27	M	5	5	5	5	5
Nichol Picton	Ferrie Bay	James	Local	66*	28	M	5	5	5	5	5
	Bay	Ferguson	Local	60	22	T	-	-	-	-	0
	James Ferguson	Wellington	Local	66	30	M	5	5	25	5	25
	Wellington Ferguson	Ferguson	Local	66	30	M	5	5	25	5	25
	James Bay	Bay	Local	66*	26	T	-	4	0	-	-
Simcoe	James Ferguson	Wellington	Local	66	26	M	10	5	5	5	5
	Wellington Ferguson	Ferguson	Local	66	28	M	10	5	5	5	5
	Ferguson James	James	Local	66	30	M	10	5	5	5	5
	James Bay	Bay	Local	66	28	M	-	5	0	5	0
	Bay Harbour	Harbour	Local	66	26	M	-	5	0	5	0
Strachan	Wellington	Harbour	Local	66	23	M	-	5	0	5	0
Stuart	Bay	Macnab	Local	66	28	C	5	4'6"	3	4'6"	3
Wood	Bay	James	Local	50	40	C	10	Curb	10	5	10
	James Wellington	Wellington	Local	66	26	T	-	4'6"	3	4'6"	3
	C.N.R.	Simcoe	Local	66	24	T	-	4'6"	3	4'6"	3
	Simcoe	Burlington	Local	66*	30	C	7	Curb	3	4'6"	3
				66*	30	C	5	Curb	0	4'6"	0

*Figures estimated

Note: C = Asphalt on concrete; M = Asphalt on granular base; T = Surface treated

Source: Department of Engineering, City of Hamilton

(c) Traffic Volumes

The major volumes of traffic in the renewal area occur on Burlington Street (for east-west movement) and on Bay, James, John and Wellington Streets (for north-south movement). Traffic counts taken in 1961 and listed in Table A.3 show Burlington Street to be the Area's most travelled thoroughfare and reflect its function in connecting the heavy industrial area east of Wellington Street to the main access routes to the west (York Street and Highway 403). A further indication of Burlington Street's function as an industrial service artery is the heavy volume of truck traffic. The north-south routes of Bay, James, John and Wellington Streets serve as secondary arterials and also act as collectors for commercial-industrial traffic to Burlington Street as shown by the relatively high proportion of truck traffic.

Table A.3 - Traffic Volumes (1961)

<u>Location</u>	<u>24-Hour Flows</u>		<u>Peak Flows All Vehicles</u>
	<u>All Vehicles</u>	<u>Trucks</u>	
Bay Street			
- C.N.R. to Burlington	6,000-13,000	1,000-2,500	900-1,350
Burlington Street			
- Bay to James			450- 900
- Bay to John	6,000-13,000	1,000-2,500	
- James to John			900-1,350
- John to Wellington	13,000-20,000	2,500-4,000	1,350-1,800
James Street			
- C.N.R. to Ferrie	6,000-13,000)	300-1,000	450- 900
- Ferrie to Burlington	3,000- 6,000)		
John Street			
- C.N.R. to Burlington	3,000-6,000	300-1,000	450- 900
Wellington Street			
- C.N.R. to Burlington	3,000-6,000	300-1,000	
- C.N.R. to Ferrie			450- 900

Source: Hamilton Area Transportation Plan

The relationship between traffic volumes and turning movements at intersections and the one-directional street restrictions applicable to James and John Streets (one way southbound and northbound respectively) is illustrated by Map A.3 and Table A.4. For the period 1964 to 1966 the greatest number of turning movements occur from Burlington Street to James Street southbound (2,900 per 17-hour day) and from John Street to Burlington Street eastbound (2,500 per 17-hour day), this being indicative

of the main commuting and truck route to and from the major industrial area to the east. Northbound turns at the intersection of Burlington and Wellington Streets are generated by access to the Wellington Docks of the Hamilton Harbour Commission.

Table A.4 - Traffic Volumes and Turning Movements
at Main Intersections, 1964 to 1966 (per 17-hour day)

From	To	Direction	Turning Vehicles		Traffic Volumes	
			No. of Vehicles		Approaching	Leaving
			Total	Trucks	Intersection	
Burlington	James	Northbound	317	14	618	317
		Southbound	2,910	359	-	3,333
	John	Northbound	175	69	3,117	503
		Southbound	-	-	182	-
	Wellington	Northbound	649	170	511	685
		Southbound	1,078	188	587	1,149
Ferrie	James	Northbound	-	-	-	-
		Southbound	808	58	4,344	4,890
	John	Northbound	243	25	4,713	4,224
		Southbound	-	-	-	-
James	Burlington	Eastbound	107	5	3,352	3,241
		Westbound	88	8	6,556	3,635
	Ferrie	Eastbound	137	12	849	815
		Westbound	125	24	1,380	868
John	Burlington	Eastbound	2,520	403	3,335	5,832
		Westbound	447	43	6,770	7,065
	Ferrie	Eastbound	537	12	765	1,222
		Westbound	195	12	1,180	1,212
Wellington	Burlington	Eastbound	683	194	7,137	7,288
		Westbound	308	72	7,880	6,993

(d) Pedestrian Volumes

The only pedestrian counts which are available are those related to the five intersections listed in the following Table A.5. The highest volumes are shown to be at the intersections of Ferrie Street with John and James Streets. These volumes (1,755 and 1,712 respectively per 17-hour day) reflect the influence of St. Leonard's Separate School on the south-east corner of Ferrie and John Streets, the commercial strip shopping area and, to a lesser degree, the industrial uses on the east side of James Street in the vicinity of Picton and Ferrie Streets. Nearby commercial, industrial and community facilities are influential in increasing pedestrian volumes at the Burlington and John Streets intersection to 1,071 pedestrians per 17-hour day.

Table A.5 - Pedestrian Movements (per 17-hour day)
at Main Intersections, 1964 to 1966

<u>Intersection</u>	<u>South Side</u>	<u>North Side</u>	<u>West Side</u>	<u>East Side</u>	<u>Total Pedes- trians</u>
Burlington and James Streets	83	130	135	) 184)	532
Burlington and John Streets	235	227	336	) 273)	1,071
Burlington and Wellington Streets	53	19	192	) 60)	324
Ferrie and James Streets	345	342	390	) 635)	1,712
Ferrie and John Streets	616	278	256	) 605)	1,755

(e) Traffic Accidents

Since 1961, there have been a total of 3,016 traffic accidents in the renewal area, the greatest incidence occurring along Burlington, Ferrie and Catherine Streets and at the main intersections of Burlington and Wellington Streets, Ferrie and James Streets, Mary and Ferguson Streets and Catherine Street with Burlington, Ferrie and Picton Streets. Unlike the York Street and Civic Square Urban Renewal Areas, close to half (48%) of all accidents in the scheme area took place at mid-block (between intersections). The proportion of all city accidents occurring in the renewal area is relatively high, representing about 6% in 1965 (see Table A.6) though the Area includes only about 3% of the city's population.

Table A.6 - Traffic Accidents, 1961-1965

<u>Year</u>	<u>Traffic Accidents</u>		<u>Area as % of City</u>
	<u>Renewal Area</u>	<u>City of Hamilton</u>	
1961	402	7,547	5.3
1962	689	8,338	8.3
1963	620	9,468	6.5
1964	642	9,948	6.5
1965	663	10,781	6.1
Total	3,016	46,082	6.5

(f) Parking Facilities

A recent survey (June 1966) in the North End renewal area shows that a limited amount of space is available for off-street parking

facilities by all major users of land. The survey included all existing garages and private parking spaces as well as any lots of a size adequate to provide future driveway space. In the latter case, a seven-foot side yard was considered to be the minimum requirement.

These shortages, which also apply to institutional uses such as churches, create a problem of some magnitude. This is further compounded by the application of some form of parking restriction to the major streets in the area. The type of restriction and the streets to which they apply were shown on Map A.2 and are listed below:

No Parking Any Time:

- east side of Bay Street between Murray and Burlington Streets
- west side of Bay Street between Strachan and Simcoe Streets
- north side of Burlington Street
- south side of Burlington Street between James and Bay Streets
- east side of Catherine Street, north of Burlington Street
- north side of Ferrie, near Mary Street intersection
- north side of Ferrie Street, near John Street intersection
- south side of Ferrie Street between Wellington and James Streets
- both sides of Ferrie Street near Wellington Street intersection
- north side of Guise Street between James and Macnab Streets
- south side of Guise Street near James Street intersection
- east side of John Street between C.N.R. and Burlington Street
- west side of Macnab Street between Cannon and Guise Streets
- east side of Mary Street between Burlington and Wood Streets
- north side of Picton Street near James Street intersection
- north side of Simcoe Street between James and Macnab Streets
- east side of Wellington Street between C.N.R. and Burlington Street

No Parking - 7:00 a.m. to 6:00 p.m.

- east side of Mary Street between C.N.R. and Strachan Street

No Parking - 8:30 a.m. to 5:00 p.m.

- north side of Macaulay Street near James Street intersection

No Stopping - 7:00 a.m. to 9:00 a.m.

- south side of Burlington Street between Bay and Wellington Streets

No Stopping - 4:30 p.m. to 6:00 p.m.

- west side of Bay Street between C.N.R. and Burlington Street
- north side of Burlington Street between Bay and James Streets
- west side of John Street between Strachan and Burlington Streets
- west side of Wellington Street between C.N.R. and Ferrie Street

One-Hour Parking - 8:00 a.m. to 6:00 p.m.

- west side of James Street, north of Burlington Street

A total of nearly 800 off-street parking spaces were counted for use by residents of the area. This represents a ratio of only 0.51 spaces per residential structure or 0.43 spaces per household and accordingly means that there is no alternative to the regular on-street parking of about 300 cars.

While generally applicable to the entire North End Area, the shortage is perhaps more extreme in the area west of John Street where small lots (average size 2,745 square feet) and a degree of overcrowding (1.23 households per structure) exist. Here the ratios of parking spaces to structures and households are 0.50 and 0.41 spaces respectively while ratios in the area east of John Street are somewhat higher (0.52 and 0.46 spaces respectively), reflecting the somewhat larger lot size (average 2,960 square feet) and lower ratio of households per structure (1.13) in that area.

Parking facilities for retail stores are virtually non-existent throughout the Area. This shortage is particularly evident along the James Street commercial strip where on-street parking space is constantly in demand. As nearly all retail operations are coincidental with residential uses in the area, any parking facilities attached to buildings are generally utilized by the latter component. With the exception of the Hamilton Harbour Commission offices on James Street North and several smaller buildings scattered throughout the area, commercial offices are similarly lacking in off-street space.

The most serious area deficiency, however, is the inadequate provision of off-street parking and loading facilities for industrial operations. While the majority of area plants have a minimal amount of space available (usually fewer than ten), several large employers have no private parking lots whatsoever and are therefore dependent upon the capacity and convenience of neighbouring streets for employee parking. In the case of one plant located in the eastern part of the area, street facilities are not only required for employee and customer parking but for the loading and unloading of produce and supplies as well.

5. EXISTING COMMUNITY SERVICES

Educational

In February 1965, the renewal area was served by two public elementary schools, both of which were located within its boundaries. The Bennetto Public School located at 89 Picton Street East provided Kindergarten to Grade 8 education and the McIlwraith School at 50 Murray Street West provided Kindergarten to Grade 7 facilities. Both schools operated auxiliary classrooms for slow-learning students.

The Board of Education was proceeding at that time with plans to replace the Bennetto School (under the North End Renewal Project) as the building had been adjudged inadequate by City Health, Fire and Building Department standards. Construction plans were hastened after March 1965 when fire destroyed twenty-two of the school's thirty classrooms. In February 1966, the first of two new replacement schools was opened. The new Bennetto Senior School and Community Centre contains fourteen academic and vocational rooms (Grades 7 and 8), a gymnasium, 400-seat theatre, swimming pool and library; it has a capacity for 420 students. The second replacement school, Centennial Junior School (Kindergarten to Grade 6) opened in September 1966 and provides eleven standard classrooms, two kindergartens and a library; it can accommodate 490 students. Both schools are located in the enlarged block bounded by Wood, John, Simcoe and Hughson Streets.

The 12-room McIlwraith School, which was constructed in 1925 and has a capacity for 420 students, has been retained and will continue to serve the southwest corner of the study area. The Board recognizes the fact that this facility will require substantial renovation to meet current building codes and fire regulations.

Public secondary school facilities are presently available at Westdale and Central Composite Secondary Schools at 700 Main Street West and 192 Wentworth Street North respectively. Future secondary school students from the area would likely attend the secondary school

proposed for the Bay and York Streets site in the York Street Urban Renewal Area. Slow-learning students are provided for as part of the School Board's regular program. Their present facilities are at the Parkview Junior Vocational School (60 Balsom Street North) but they may also be more conveniently served by two vocational schools proposed for the downtown area.

Separate school education at the elementary level is presently provided by St. Mary's School (209 Macnab Street North) and (until June, 1966) at the St. Lawrence School (82 Ferrie Street East) with capacities of 1,050 and 420 respectively. The former school, built in 1960, provides thirty classrooms (including auxiliary classrooms) for Kindergarten to Grade 8 pupils who reside in the area west of Macnab Street. The St. Lawrence School, which served the remainder of the renewal area, was originally built in 1921 (eight classrooms) and enlarged in 1957 by the addition of a four-classroom wing.

At the time of the North End Redevelopment Study in 1963, the St. Lawrence School was considered to be much below the standards set by the City Health, Fire and Building Departments. It was decided therefore to build a replacement school to serve the same area and construction was commenced in June 1966. Situated on a 3.1-acre site adjacent to the existing St. Lawrence Church, the new school contains twenty-two standard and two auxiliary classrooms and an auditorium. It has a capacity for 750 to 800 students. With its completion in August, 1967 all separate school facilities serving the Area are accordingly in excellent condition.

The locations of all North End schools have been illustrated on Map 4.

Separate secondary school facilities for Grades 9 and 10 are provided by agreement at Loretto Academy (King and Ray Streets) and at Cathedral Boys' and Girls' Schools (376 and 467 Main Street East respectively). Beyond this grade level, students can elect to continue a separate education in a private school or alternatively to attend a public secondary school.

In addition to the above facilities, St. Luke's Anglican Church (149 Macaulay Street East) and Eastwood Baptist Church (40 Wood Street East) operate day nursery schools in the Area, while the large All Souls Day Nursery is located adjacent to the Area at 231 Bay Street North.

Recreational

Recreational facilities in the renewal area have also been shown on Map 4 and include Eastwood Park (10.0 acres) which provides an ice skating rink, swimming pool, wading pool, three baseball diamonds and a rugby field, and Bayview Playground (1.0 acre) which has a wading pool.

Additional facilities were introduced with the completion of the Bennetto Senior School and Community Centre in February 1966. The centre provides a program of court sports, table games, hobby and instructional classes as well as social and club activities for all age groups resident in the Area. The centre is located in the new educational-cultural core of the North End which comprises three schools, four churches and associated open space. Allowance is also made for a 2-acre neighbourhood park to the south of Wood Street between Hughson and John Streets.

The combined school and community centre reflects the recommendations of a 25-year open space plan prepared by the Hamilton Departments of Planning, Parks and Recreation in conjunction with the Board of Education. The plan serves as a framework for the future development of recreational facilities and while not officially approved visualizes the division of the city into eleven districts, each with a district centre. A program supervisor in each district will coordinate all community and neighbourhood facilities. The Bennetto School and Centre (one of six already in operation) has a defined district bounded by Hess, Wellington-Wentworth and King Streets and the harbour, although it presently serves a somewhat larger area.

In 1960, "The Hamilton Recreation Resources Survey" (sponsored by the Social Planning Council of Hamilton and District) assessed the recreational facilities in the renewal area as adequate to meet the

then current neighbourhood and community needs. The facilities at that time comprised Eastwood Park, Bayview Playground and the limited yard facilities (1.6 acres) of the old Bennetto School at 89 Picton Street East. An assessment of park facilities made by the Board of Park Management resulted in the following proposals being presented for consideration:

- the 2-acre park site proposed for the corner of Wood and John Streets is considered inadequate as a neighbourhood park unless full use of school sites and play areas is included.
- Eastwood Park is considered as barely adequate to meet the standards of a community park and cannot therefore assume a neighbourhood function as well, particularly with the restrictions imposed by the proposed dock service road.
- The Board suggests that Ferguson Avenue, to the north of Burlington Street be used as parking facilities for Eastwood Park.
- The Board proposed that public recreational use be made of the waterfront area west and south of the Royal Hamilton Yacht Club.

Social

Private agencies operating from a location within the renewal area include the following:

Family Service Agency of Hamilton - In May 1966, the agency initiated "Project Friend", a pilot program involving twelve area families. The program operated from Grace United Church and was designed to instruct the mothers in cooking, sewing, child care, home budgeting and management. A playschool for the fifty-four children involved was operated as part of the program which has now been transferred to the St. Lawrence Catholic Church.

Eastwood Baptist Church - Presently located at the corner of Wood and Hughson Streets, the church operates a neighbourhood house which provides a diversified senior citizens program and citizenship and fellowship group meetings. The church also operates a half-day nursery school from 40 Wood Street East.

Youths Anonymous - This organization which provides non-sectarian assistance to youthful offenders between thirteen and twenty-five years of age operates from the Eastwood Baptist Church Neighbourhood House.

Among the private agencies which serve the renewal area from outside locations are the Catholic Social Services of Hamilton, the Catholic Children's Aid Society and the Catholic Family Service Agency.

In the public field, the Hamilton Welfare Department provides assistance to all indigent persons in the City who qualify under the Public Welfare Act. In this capacity, the Department was assisting some 5,300 persons in May 1966, a total which represents less than 2% of the population of Hamilton. A breakdown of the persons in receipt of assistance in the City of Hamilton and in the renewal area is shown in Table A.7.

Table A.7 - Welfare Caseload, 1966

<u>Characteristic</u>	<u>City of Hamilton</u>	<u>Renewal Area</u>
Family Heads	1,034	60
Dependents	3,326	251
Individuals	963	47
Total Persons	5,323	358
Average No. of Persons per Family	4.21	5.18

The renewal area presently includes nearly 7% of the total welfare caseload in the city compared to about 3% of the city's total population. As shown in the above table, the average renewal area family receiving public assistance is larger (5.2 vs. 4.2 persons) than the comparable city family. Also, the proportion of persons in families

is somewhat higher (87% vs. 82%) in the North End caseload than in the city average.

The Hamilton Health Department, through its two divisions, provides a service to the City of Hamilton designed to promote health and prevent disease.

The Public Health Nursing Division provides medical, dental and clinical care to Area families from its Child Health Centre at the Eastwood Baptist Church, 40 Wood Street East. The clinic, open twice a month, has an overall caseload of twenty children per clinic. In this respect, the division reports a slight drop in the general area birth rate over the past several years. Despite a high degree of family mobility to and from the North End, the division still considers the Area to be one where a higher level of family supervision is generally required. Specifically, families residing on Guise, Burlington and James Streets seem to require more home visits and supervision than families living elsewhere in the area.

The Inspection Division of the Health Department currently estimates the Area caseload as less demanding than several years ago and certainly no greater than in any other comparable area of the city. This is due to the removal of many substandard buildings under the North End Urban Renewal Project. Despite this clearance, problems are generally greater in the James, Burlington and Guise Streets area where houses at 48 Guise Street and 8 Burlington Street East have been condemned. Other condemned premises in the area are at 394½ Bay Street North, 7-9 Picton Street West and 154 Picton Street East.

Protectional

The Hamilton Police Department serves the renewal area from the Central Police Station at 125 King William Street - one of four stations designed to serve the eighteen police districts in the City of Hamilton. The North End Renewal Area constitutes a major portion of one of these districts (No.4) which is bounded by Ferguson Avenue,

Cannon and Queen Streets and Hamilton Harbour. The limited portion of the renewal area to the east of Ferguson Avenue is in District No.6.

Statistics obtained from the Department and shown in Table A.8 illustrate that an increasing proportion of all City blotter "occurrences" are being recorded in District 4. Between 1961 and 1965, the renewal area proportion of city "occurrences" increased from about 6% to 8%, while total Area "occurrences" appreciated by 140% compared to 89% in the City as a whole. It is interesting to note that the number of juvenile offences has remained relatively constant in the North End and in the city as a whole.

Table A.8 - Police Statistics, 1961 to 1965

<u>Year</u>	<u>District 4</u>	<u>Total Occurrences</u>		<u>District 4</u>	<u>Juvenile Offences</u>	
		<u>City of Hamilton</u>	<u>No.4 as % of City</u>		<u>City of Hamilton</u>	<u>No.4 as % of City</u>
1961	800	12,654	6.3	192	2,137	9.0
1962	1,332	18,690	7.1	142	1,875	7.6
1963	1,629	21,993	7.4	229	2,144	10.7
1964	1,746	23,937	7.3	238	2,423	9.8
1965	1,924	23,951	8.0	192	2,366	8.1
Total	7,431	101,225	7.3	993	10,945	9.1
<u>% increase</u>						
1961-65	140	89		0	11	

Fire protection for the renewal area is provided by the Hamilton Fire Department from two outside locations - No.5 Fire Hall at 11 Napier Street and the No.1 or Central Fire Station at 59 King William Street. Statistics show that the renewal area does not present a serious fire problem. Over a 4 months period in 1966, the Department answered approximately 500 calls in the City of Hamilton, only 5% of which originated within the boundaries of the scheme area. Furthermore, only a few of these calls involved fires of a serious nature; the majority were concerned with such minor problems as grass fires, oil on roads or false alarms.

Religious

There are six churches within the renewal area; these were shown on Map 4 and consist of:

Calvin Presbyterian Church - 541 James Street
Eastwood Baptist Church - 40 Wood Street East
Grace United Church - John and Simcoe Streets
Hughson Street Baptist Church - 383 Hughson Street
St. Lawrence Catholic Church - 465 Mary Street
St. Luke's Anglican Church - 454 John Street
Italian Mission - 399 James Street

Other churches in adjacent neighbourhoods which serve all or part of the renewal area are as follows:

All Souls Catholic Church - 21 Barton Street West
Church of the Redeemer - 255 Park Street North
Livingston United Church - 524 Barton Street East
Christ Church Cathedral - 252 James Street North
Missions to Seamen - Wellington Street North
City Mission - 16 Murray Street West
Stewart Memorial Church - 114 John Street North
Holy Trinity Polish Church - 880 Barton Street East
Knox Presbyterian Church - Cannon at James
St. Stephen's Hungarian R.C. Church - 130 Barton Street East
Salvation Army - 414 Barton Street East
Romanian Orthodox Parish Hall - 20 Murray Street West

6. EXISTING PUBLIC UTILITIES

Sewers

The North End area is served by a system of combined sewers which drain towards the north and east in the manner illustrated on Map A.5. Apart from a few components, the entire system is old, inadequate in capacity and in poor condition. It is known that the majority of sewers are nearly 100 years old and that some are in extremely poor condition.

During normal periods the flow of sanitary sewage is carried by trunk sewers on James, Catherine and Ferguson Streets to the Wood Street trunk sewer which leads, via Ferguson and Burlington Streets, to the sewage treatment plant to the east. Any volumes of storm water which cannot be handled by this system are discharged directly into the harbour from the northern outlets of the James, Catherine and Ferguson Streets trunk sewers or via the system of storm relief sewers which lead to Wellington Street and thence north to the harbour; these overflows of storm water inevitably contain a proportion of sanitary sewage.

The first step in the correction of the deficiencies of the present system has been the construction of the 66-inch diameter Western Interceptor Trunk Sanitary Sewer. This runs north on Macnab Street and east on Ferrie Street to the sewage treatment plant. It also extends considerably to the south and west to serve the York Street area and other parts of the city.

Water Mains

Distribution of water within the renewal area is almost entirely by 6-inch diameter pipes as illustrated on Map A.6. A 20-inch trunk south of the CNR main line and a 12-inch sub-trunk which crosses the area (generally along the line of James and Wood Streets) provide the primary means of distribution. The system, which provides complete service to the renewal area, is adjudged to be in good structural condition and of adequate capacity for the area.

HAMILTON

HARBOUR

EASTWOOD
PARK

LEGEND

24" OR LESS	24" - 36" W.P.	SANITARY SEWERS
24" OR LESS	36" - 48" W.P.	STORM SEWERS
24" OR LESS	48" - 60" W.P.	COMBINED SEWERS

SOURCE: Based on information provided by the City of Hamilton Department of Engineering



100 0 100 200
SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-5 : EXISTING SEWERS

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

HAMILTON

HARBOUR

EASTWOOD
PARK

LEGEND

8" OR LESS	14" OR MORE	SANITARY SEWERS
24" OR LESS	36" OR MORE	STORM SEWERS
24" OR LESS	18" OR MORE	COMBINED SEWERS

SOURCE: Based on information provided by the City of Hamilton Department of Engineering



100 0 100 500
SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME · CITY OF HAMILTON

MAP A-5 : EXISTING SEWERS

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

HAMILTON

HARBOUR

EASTWOOD

PARK

LEGEND

----- 4" OR SMALLER WATER MAIN
 === 6" WATER MAIN
 === 12" WATER MAIN

SOURCE: Based on information provided by the
 City of Hamilton Department of Eng-
 ineering



100 0 100 200
 SCALE IN FEET

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-6: EXISTING WATER MAINS

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

HAMILTON

HARBOUR

EASTWOOD
PARK

LEGEND

1 1/4" - 3" GAS MAINS
4" - 6"
8"
10" - 20"

SOURCE: Based on information provided by
United Gas Limited, Hamilton



SCALE IN FEET
0 50 100 200

NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-7: EXISTING GAS LINES

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

HAMILTON

HARBOUR

EASTWOOD
PARK

LEGEND

OVERHEAD CABLE
UNDERGROUND CABLE

SOURCE: Based on information provided by the
Hamilton Hydro-Electric System



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-8: EXISTING HYDRO LINES

MURRAY V. JONES & ASSOCIATES, LTD.




JULY, 1967

HAMILTON

HARBOUR

EASTWOOD
PARK

LEGEND

-  UNDERGROUND CONDUIT
-  AERIAL CABLE
-  BURIED CABLE

SOURCE Based on information provided by the Bell Telephone Company of Canada, Hamilton



NORTH END URBAN RENEWAL SCHEME - CITY OF HAMILTON

MAP A-9: EXISTING TELEPHONE LINES

MURRAY V. JONES & ASSOCIATES, LTD.

JULY, 1967

Natural Gas Lines

Map A.7 illustrates the facilities provided to the renewal area by the United Gas Company. Serving the entire area, the system includes a 16-inch main routed along Bay, Macaulay and Wellington Streets and 8-inch mains on parts of Bay and Macaulay Streets. The remainder of the system is local in function and generally consists of mains 4 inches in diameter.

Hydro Lines

Complete electrical service is provided to the renewal area by the Hamilton Hydro Electric System. Map A.8 illustrates the distribution of main service lines; local overhead distribution to residential areas has not been shown. The primary means of distribution is by overhead cables from hydro sub-stations at 190 Ferrie Street East and 15 Simcoe Street West. The only underground cables in the area are on Ferrie, Ferguson and Simcoe Streets in the vicinity of the Ferrie Street sub-station and on Bay, Macnab and James Streets where they cross the CNR main line.

Telephone Lines

The Bell Telephone Company of Canada provides a complete service to the renewal area by means of the facilities illustrated on Map A.9. Aerial cables on Ferguson, Catherine, Hughson and Macnab Streets plus an underground conduit on Strachan Street constitute the primary distribution system. Local service to adjoining blocks is primarily by aerial cable and to a lesser degree by underground conduits and buried cables.

7. CONDITION OF BUILDINGS

The condition and use of buildings in urban areas are influenced to varying degrees by a number of physical, social and economic conditions. In areas as old as Hamilton's North End, the prevailing conditions are a product of:

- (1) the ability and willingness of the owners to prolong the useful life of their buildings through continued maintenance and through adaptation to meet contemporary demands;
- (2) the basic suitability of the buildings, or their suitability for adaptation in terms of size, location, layout and structure, to serve current uses.
- (3) the ability and willingness of the municipality to maintain an appropriate environment for both old and new uses by legislative and other means.

The poor conditions which exist in the North End Scheme Area can therefore be examined, measured (in part) and discussed in terms of these three primary factors: building condition (the effects of age and weather), building design (obsolescence) and building environment.

Building Condition

All buildings, building materials and items of building equipment are subject to deterioration due to weathering and general use. The rate of deterioration is variable but can be counteracted, to a great extent, by regular maintenance and replacement. Thus the quality or condition of any structure is largely determined by the ability and willingness of the owner to undertake the necessary maintenance and replacement, while the extent of this required maintenance and replacement is greatly increased by inadequate original construction.

It is apparent that inadequate original construction is an important contributing cause of the poor building conditions in the North End renewal area. The majority of the houses appear basically sound though often showing such signs of insufficient maintenance as dilapidated porches, deteriorated window and door frames, chimneys and parapet walls with spalled bricks or eroded mortar and a need for repainting. Some houses, however, have much more serious faults including seriously sagging foundations, a generally dilapidated appearance, leaning walls, etc. These houses are generally smaller than the average, are usually only one storey and are frequently attached and on small lots.

The quality of commercial and industrial buildings varies over a wide range, apparently due to the quality of the original construction, the suitability of the structures (in terms of building design and location) for present-day functions and the degree of maintenance or lack thereof.

The majority of the stores are old, have had little or no renovation and only a limited amount of repairs and maintenance. Probably the main reason for this is economic, in that business returns do not justify high rents or expensive facilities. The condition of the industrial buildings ranges from several in good condition to several in a poor and badly dilapidated condition.

Building Design

Structures designed for the needs of past years are often unsatisfactory for contemporary functions. While the demands of some current needs and conditions can be met by building renovations a number of inadequacies are basic to the structure. For example an owner can install a central furnace to meet modern standards of heating but cannot provide for off-street parking when his house has little or no sideyard and no rear lane.

Design limitations which can be rectified (but at substantial cost) include the replacement of stoves and space heaters by a central heating system, installation of new wiring to replace that of insufficient capacity for modern appliances, and replacement of antiquated plumbing systems and fixtures. Some features of design which cannot be remedied include inadequate or non-existent setbacks from lot lines and lack of existing or potential off-street parking facilities. The latter is particularly significant in that the resultant on-street parking creates hazardous pedestrian and vehicular conditions, limits road capacity and interferes with municipal services such as snow clearance, garbage collection and fire protection.

Buildings used for warehousing or manufacturing purposes may be multi-storey with closely spaced columns, inadequate lighting and ventilation and with poor freight handling facilities. Commercial buildings may lack off-street loading space, have unusable floor space on upper floors, poor heating and wiring, unsuitable floor layouts and have unattractive facades. While most of these deficiencies could be physically overcome, the cost involved is frequently prohibitive.

Examples of structures in sound physical condition but not satisfactory for modern industrial uses were those formerly occupied by the Canadian Cotton Company and recently demolished. A quite different example is provided by the boat houses along the western shoreline. Their poor condition is a product of the low economic return from the present use and the lack of demand for new uses in the vicinity due to the present unattractive surroundings and the difficult access.

Building Environment

Substandard environmental conditions can contribute directly to the decline of an existing land use in a variety of ways. The improvement of substandard environmental conditions is beyond the capabilities of any individual property-owner and therefore requires

concerted action on the part of public and/or private agencies. Where substandard conditions are relatively widespread, the most effective approach is through urban renewal.

Older houses are the traditional victims of adverse environmental factors. Proximity to heavily-used traffic arteries (especially with high volumes of trucks), the decline or lack of neighbourhood facilities and the spreading nature of residential blight itself all contribute to the further decline of housing; all of these factors are to some degree present in the North End. Commercial and industrial uses can be similarly afflicted through physical and economic factors such as traffic congestion, lack of off-street parking and declining markets.

Condition of Buildings Surveys

The method of evaluation of the condition of buildings in the North End has been studied at some length, which is indicative of the importance of this element of the scheme report and of the difficulty of establishing precise standards. The condition of buildings in the North End was initially evaluated in 1953 in the Urban Renewal Study which classified them as follows:

12% as "Conservations";
52% as "Rehabilitation";
36% as "Clearance".

The area was re-surveyed in 1961 at which time a somewhat larger proportion (45%) were designated for clearance, while smaller proportions (7% and 48% respectively) were designated for conservation and rehabilitation.

In 1965 a comprehensive survey of North End housing was undertaken by a firm of consulting engineers. However, the results were not considered suitable for the purposes of this scheme report and were reviewed and revised prior to inclusion in the Interim Report on the North End Renewal Scheme prepared in 1966. The revised

results, which were fully discussed in the Interim Report, classified 18% of the buildings as poor, 60% as fair and 22% as good.

It was agreed at the time of publication of the Interim Report that a new field survey should be carried out by representatives of the senior levels of government, the City of Hamilton and the consultant in order to arrive at an acceptable evaluation of the physical condition of buildings on which final scheme plans could be premised. Such a survey was carried out in the late summer of 1966; the methods and results are discussed below.

Method of Final Survey

Three classifications of building condition were used in this survey, corresponding closely to the categories used in previous surveys in this area and in the York Street scheme area. The three categories of good, fair and poor were chosen to correspond to the appropriate types of action - conservation, rehabilitation and clearance, respectively - which could be recommended.

Buildings in "good" condition were those with no apparent serious faults and requiring only modest levels of repair which, presumably, are capable of being undertaken privately. These buildings generally have a reasonably neat and well-maintained appearance. Due to the possible presence of several minor deficiencies of condition, and in view of most persons subjective evaluation of building quality, the term "satisfactory" could appropriately be substituted for "good" in this classification system.

Buildings in "fair" condition were those for which rehabilitation to a desirable standard would be costly but feasible. These buildings are usually adequate or nearly so in terms of minimum legal standards but the need for extensive improvements is usually obvious. Public action to assist or encourage the required extensive rehabilitation may be necessary due to the major costs involved.

"Poor" buildings were those which cannot apparently be economically rehabilitated to a desirable standard. They are likely to have serious structural inadequacies or to be in seriously deteriorated condition and to detract from the appearance of the neighbourhood. For both economic and social reasons, the appropriate treatment for such buildings is normally outright clearance.

The final survey was carried out by two separate teams, each of which evaluated the buildings in the whole scheme area. Each team included representatives of the two senior levels of government, the City of Hamilton and the consultant. The two sets of results were then compared and, in the modest number of cases where the judgement of the two teams did not coincide, a further field inspection was made to determine the final rating. There were a few buildings omitted from these surveys on the grounds that their final clearance had already been justified independently of their condition (for example, houses to be cleared, regardless of their condition, to permit the construction of the perimeter road). The condition of these few buildings was later estimated by the consultant. In one case only, the houses on the east side of John Street between Strachan and Simcoe Streets, the survey results were revised. These buildings were formerly designated "poor" due to their considerable tilt but it is now recommended that they be retained, subject to the results of an internal inspection.

The survey was based entirely on an external examination of the buildings and general knowledge of their age and type of original construction. Information on the interior conditions in some houses was available from City of Hamilton staff who had previously conducted interior inspections but this was disregarded at the time of the survey for the sake of uniformity and consistency. However, it was recognized that the classifications of condition might be revised in some cases by the interior inspections which would be carried out during the implementation program; these inspections might disclose

possible structural faults undetected by the external examinations as well as unexpectedly good or poor interior conditions.

Final Survey Results

The results of the final survey of building conditions were shown on Map 5 and are listed, on a block-by-block basis, in the following Table A.9. The Table shows a total of 137 non-residential (or partially non-residential) buildings of which 32 were judged good, 51 fair and 5 in poor condition. Residential structures totalled 1,547 with 370 judged to be in good condition, 913 fair and 264 poor. The overall total was 1,684 with 402 (24%) judged good, 964 (57%) fair and 318 (19%) poor.

Table A.9 - Condition of Buildings

Block No.	<u>Total</u>				<u>Non-Residential</u>				<u>Residential</u>			
	Total	Good	Fair	Poor	Total	Good	Fair	Poor	Total	Good	Fair	Poor
1 & 2	28	12	6	10	15	4	3	8	13	8	3	2
3	14	2	7	5	1	-	-	1	13	2	7	4
4N	26	2	20	4	1	-	-	1	25	2	20	3
4S	3	1	-	2	1	1	-	-	2	-	-	2
5	10	1	5	4	-	-	-	-	10	1	5	4
6	3	2	4	2	-	-	-	-	8	2	4	2
7	19	-	14	5	-	-	-	-	19	-	14	5
8	29	8	20	1	-	-	-	-	29	8	20	1
9	36	13	22	1	2	1	1	-	34	12	21	1
10	33	3	21	9	-	-	-	-	33	3	21	9
11	38	3	27	8	1	-	-	1	37	3	27	7
12	24	2	18	4	2	-	-	2	22	2	18	2
13N, 21, 29, 38, 47, 55 and 63	52	7	41	4	1	-	1	-	51	7	40	4
13S	17	3	12	2	7	-	5	2	10	3	7	-
14	3	3	-	-	1	1	-	-	2	2	-	-
15	36	2	27	7	2	1	1	-	34	1	26	7
16	37	9	23	5	8	2	4	2	29	7	19	3
17	24	10	11	3	1	-	1	-	23	10	10	3
18	36	8	26	2	3	-	3	-	33	8	23	2
22	31	10	7	14	1	-	-	1	30	10	7	13
23	39	8	16	15	6	1	2	3	33	7	14	12
24	41	1	29	11	1	-	1	-	40	1	28	11
25	17	16	1	-	3	2	1	-	14	14	-	-
26	27	9	13	5	5	-	4	1	22	9	9	4
27	35	9	10	16	10	2	-	8	25	7	10	8
28	34	2	9	23	9	-	-	9	25	2	9	14
30	17	1	10	6	1	-	-	1	16	1	10	5
31	32	7	16	9	3	1	-	2	29	6	16	7
32	34	13	18	3	-	-	-	-	34	13	18	3
33 to 36	6	5	-	1	6	5	-	1	-	-	-	-
37	32	1	21	10	1	-	1	-	31	1	20	10
39	1	1	-	-	-	-	-	-	1	1	-	-
40	38	10	25	3	2	1	1	-	36	9	24	3

5. POPULATION AND HOUSING CHARACTERISTICS

By prior agreement among the partnership members, a door-to-door survey to obtain data on population and housing characteristics was not carried out for the scheme area to avoid further disturbance to the residents. A complete relocation study was conducted in the Area from December 1961 through March 1962, as part of the North End Renewal Project report prepared by the Hamilton Urban Renewal Committee. The relocation study findings appeared on pages 69 to 165 of that report. However, the scheme area boundaries are coincidental with those defined by the Census Division of the Dominion Bureau of Statistics for Census Tract 14 and this enables a comparative picture to be drawn between the characteristics of the residents of the renewal area and those in the city and metropolitan areas of Hamilton (see Table A.10).

In 1961, a total of 8,362 persons were resident in the renewal area - a figure representing 3% and 2% respectively of the total city and metropolitan populations. The distribution of the renewal area population by age-groups is similar to that for the city as a whole, though the proportion of children (under 15 years) is slightly higher (33% vs. 30%) and the proportion of persons over 70 years is lower (4.4% vs. 5.6%) than for the entire city. The proportion of males is slightly higher (51.5% vs. 49.5%) in the renewal area than in the entire city. The proportion of Catholics in the renewal area is well above the city average (51% vs. 32%) and the proportion of persons of Italian origin is much higher than average (21% vs. 8.5% and 6.5% for the city and metropolitan area respectively). While more than one-third of the city and metropolitan population was educated beyond a Grade 8 level, only one-fifth of the renewal area's population was in this category.

Compared to both the city and metropolitan averages, scheme area dwellings were of a slightly larger average size (5.6 rooms vs. 5.3 and 5.4) and accommodated a larger than average number of persons per household (4.1 vs. 3.6 and 3.7) and per family (3.7 vs. 3.5 and 3.6).

Table A.10 - Population and Housing Characteristics, 1961

Characteristic	Hamilton		Renewal	
	Metro %	City %	Area Total	%
<u>Population</u> - Total	100.0	100.0	8,362	100.0
- Males	49.0	49.5	4,307	51.5
- Females	50.2	50.5	4,055	48.5
- Age Groups - under 15 yrs.	31.8	29.8	2,773	33.1
15-19	6.6	6.8	576	6.9
20-24	5.9	6.3	533	6.4
25-54	40.4	40.4	3,172	37.9
55-64	7.5	8.2	668	8.0
65-69	2.2	3.1	268	3.3
70+	5.0	5.6	372	4.4
- Single - 15 yrs. and over	14.4	15.4	1,320	15.8
Widowed	4.6	5.3	393	4.7
Married	46.0	48.9	3,850	46.0
- Born in Canada	72.0	68.7	5,552	66.3
- Ethnic group - Italian	6.5	8.5	1,762	21.1
- Religion - Catholic	28.0	32.2	4,247	50.8
- Anglican	20.6	19.9	1,225	14.6
- United Church	24.5	20.8	1,070	12.8
- More than Gr. 8 education	36.2	35.0	1,671	20.0
<u>Occupied Dwellings</u> - Total	100.0	100.0	2,025	100.0
- Owner occupied	73.5	69.3	1,376	67.9
- Median value \$	14,078	13,402	10,207	
- reporting a mortgage	40.4	35.3	413	20.4
- Tenant occupied	26.5	30.7	649	32.1
- av. contract rent \$	73	72	61	
- Type - single detached	73.0	67.8	1,338	66.1
- single attached	6.1	6.9	407	20.1
- apt. or flat	20.9	25.3	280	13.8
- av. no. rooms per dwelling	5.4	5.3	5.6	
- crowded dwellings	10.5	11.1	309	15.3
- in need of major repair	3.1	3.0	180	8.9
- built before 1920	33.0	37.6	1,649	31.4
<u>Households</u> - with less than 4 persons	50.3	52.4	890	44.0
with 4-5 persons	34.8	32.8	677	33.4
with more than 5 persons	14.9	14.8	458	22.6
- av. no. of persons per hshd.	3.7	3.6	4.1	
- family households	78.9	86.5	1,810	89.3
- with 1 family	83.3	80.4	1,625	80.2
- with 2 or more families	5.1	6.1	185	9.1
- with lodgers	9.1	11.4	304	15.0
- length of residency				
- less than 1 year	15.2	15.9	249	12.3
- 1-2 years	16.0	15.6	291	14.4
- 3-5 years	23.7	22.1	300	14.8
- 6-10 years	18.1	17.4	365	18.0
- more than 10 years	27.0	29.0	820	40.5
- with a passenger auto	77.0	71.0	1,158	57.2
<u>Families</u> - Total	100.0	100.0	2,003	100.0
- with 0 children	31.4	33.5	590	29.5
- with 1-2 children	44.4	44.5	854	42.6
- with 3-4 children	19.8	17.9	428	21.4
- with 5 or more children	4.3	4.1	131	6.5
- average no. of persons per family	3.6	3.5	3.7	
- with wage earner heads	77.5	78.7	1,526	76.2
- lodging families	3.0	4.0	111	5.5

Source: D.B.S. Census of Canada, 1961

This corresponded to the greater proportions of scheme area households with five or more resident persons or with lodgers and of families with three or more children. It is not surprising therefore that a greater proportion of the Area's occupied dwellings were considered to be overcrowded (15% were shown to have less than one room per resident vs. 11% for the city) and that the incidence of doubling up was higher. Nine percent of all Area households consisted of two or more families (vs. 6% for the city) and 6% (vs. 4%) of all families were lodgers in someone else's household rather than maintaining their own.

The average value of Area dwellings and their average contract rent (\$10,207 per dwelling and \$61 per month respectively) were considerably lower than the comparable metropolitan averages (\$14,078 and \$73). This is partly accounted for by the fact that over 81% of the Area dwellings were constructed prior to 1920 (compared to approximately a third of the city and metro dwellings) and that 9% were considered to be in need of major repair (compared to only 3% in the city and metro).

The more moderate cost of housing and the fact that a greater proportion of dwellings are located in single-detached or single-attached structures was not reflected in a greater incidence of home ownership in the renewal area. In fact, owner-occupied dwellings represented 68% of the total versus 69% for the city and 73% for metropolitan Hamilton.

Despite the lower than average proportion of owner occupancy, scheme area dwellings showed a greater incidence of long-term occupancy, 40% of them having been occupied for a period of ten or more years (vs. less than 30% for the city). While the impression given is of an overall degree of stability, the picture of population movement in the renewal area between 1956 and 1961 suggests otherwise. Table A.11 shows that, of the 1956 population that survived until 1961, 51% of the renewal area population actually moved. The slightly more transient nature of the North End population is shown when this is compared with the City and metropolitan proportions of 50% and 47% respectively.

Table A.11 - Population Movement, 1956 to 1961

<u>Characteristic</u>	<u>Hamilton</u>		<u>Census Tract 14</u>
	<u>Metro</u>	<u>City of</u>	
1956 Population surviving to 1961*	316,712	233,298	8,124
Non Movers	167,765	117,181	3,974
Per cent	53.0	50.2	48.6
Movers - In - 5 years old and over	171,373	118,562	3,264
Movers - Out	148,947	116,117	4,210
Net In-migration - 5 years old and over	22,426	2,451	- 946
Analysis of Movers - In - 5 years old and over	100.0	100.0	100.0
From:			
Within Metropolitan Hamilton	73.2	75.3	72.9
Within City of Hamilton	60.6	71.9	70.9
Within Fringe Area of Hamilton	12.6	3.4	2.0
From rest of Ontario	12.2	8.4	4.2
From other provinces	4.0	4.1	5.9
From abroad	10.6	12.2	17.0

*Totals include institutional population

Source: D.B.S. Census of Canada

While the census does not record the destination of out-moving persons a breakdown of the area origin of in-moving persons is provided, the difference between the two totals being equal to net migration. Significant in the table is the large number of persons who moved into or within the fringe area compared to the relative few who moved from the fringe to the City. Also significant are the proportions of persons who moved into the City and in particular to the scheme area, from the rest of Canada and abroad.

The rate of mobility of Hamilton's population is characteristic of the movement in many Canadian cities, but it does appear to reflect a flexible housing market, particularly within the older parts of the city where there are substantial areas of relatively low-cost housing. The market for all types of housing is naturally dependent upon other factors such as the income levels of the population, average rental rates, the price of housing and the degree of home ownership versus tenancy.

In 1961, persons in the renewal area had an average per capita income some 23% below the metropolitan and city averages. The

average income per household was 15% below that of the Metro average despite the somewhat larger size of renewal area households. Average total incomes and average wage and salary incomes received by males were also significantly lower than the metropolitan averages; this discrepancy extended to females as well although to a lesser extent. These average income figures are fully listed in Table A.12 below.

Table A.12 - Comparison of Incomes in the Renewal Area and
in Metropolitan Hamilton, 1961

Characteristic	Hamilton		C.T. 14	C.T. 14 as % of Metro
	Metro	City		
Average per capita income	1,656	1,648	1,272	77
Average income per household	6,220	6,115	5,255	84
Average Male Income (1)	4,574	4,215	3,292	72
Average Female Income (1)	1,673	1,696	1,429	85
Average wage and salary earnings				
- male	4,251	3,999	3,273	77
- female	2,075	2,081	1,714	83
Average Income per Family (2)	6,030	5,651	4,438	74
Average Income of Persons (2) not in families	2,378	2,373	2,068	87

Source: D.B.S. Census of Canada, 1961

(1) Excludes persons or families without income

(2) Includes persons or families without income

Table A.13 further compares the incomes of individuals and families in the renewal area with those in the city and metropolitan areas and shows that the proportion of individuals in the renewal area who earned up to \$3,000 per year closely approximated that in the city and the metropolitan area. However, the proportion of scheme area individuals was relatively higher in the \$3,000 to \$4,000 income range and was much lower in the over \$5,000 income range than in the city and metropolitan areas. With respect to family incomes in the renewal area, the table shows that the proportion of families with less than \$4,000 in total income was considerably greater in the renewal area than in the city and metropolitan areas while the proportion receiving \$7,000 or more was much less.

As has been noted the average median value of owner-occupied dwellings was about 27% lower than the metropolitan average and only

1.9 times greater than the average yearly household income (compared to a metropolitan ratio of 2.3). The proportion of homes in the area reporting a mortgage was also considerably lower, thus implying that a substantial proportion of long-term residents (and especially those approaching or past retirement age) have relatively low accommodation costs. Similarly, for the 32% of households in the area which rent accommodation (the comparable metropolitan figure is 26%), the average monthly contract rent was some 17% lower than the metropolitan average although in both cases rents represented 14% of the average household incomes.

Table A.13

Individual and Family Incomes, by Group -
Renewal Area, Metropolitan Hamilton and the City, 1961

<u>Characteristic</u>	<u>Census Tract 14</u>		<u>Metropolitan</u>	<u>City of</u>
	<u>No.</u>	<u>%</u>	<u>Hamilton</u>	<u>Hamilton</u>
			<u>%</u>	<u>%</u>
Individual Income:*	5,503	100.0	100.0	100.0
None	1,496	27.2	25.4	24.5
Under \$1,000	973	17.7	17.9	18.1
\$1,000-\$1,999	669	12.2	9.4	10.2
\$2,000-\$2,999	654	11.9	9.5	10.5
\$3,000-\$3,999	735	13.4	10.1	10.9
\$4,000-\$4,999	514	9.3	10.2	10.7
Over \$5,000	462	8.4	17.5	15.1
Family Income:*	1,991	100.0	100.0	100.0
None & under \$1,000	110	5.5	3.0	3.4
\$1,000-\$1,999	197	9.9	4.6	5.2
\$2,000-\$2,999	239	12.0	7.1	8.1
\$3,000-\$3,999	330	16.6	11.6	12.6
\$4,000-\$4,999	391	19.6	17.0	18.1
\$5,000-\$6,999	483	24.3	30.2	30.2
\$7,000-\$9,999	183	9.2	18.0	15.8
Over \$10,000	58	2.9	8.5	6.6

*Total income from all sources reported by each individual and member of a family fifteen years of age and over. Totals exclude individuals and families living in institutions, hotels and large lodging houses.

Source: D.B.S. Census of Canada, 1961.

Considering the low proportion of family income that is spent on accommodation in the scheme area, public housing may be viewed with some misgivings. The rent-to-income ratio of 25% and up applied by the Ontario Housing Corporation would represent a significant increase in accommodation cost despite the obvious improvements provided.

9. COMMERCIAL-INDUSTRIAL CHARACTERISTICS

The purely local function of retail and service stores in the renewal area (Census Tract 14) is illustrated by the fact that their annual receipts per capita are less than a quarter (\$255) of the per capita receipts (\$1,151) of all Metropolitan Hamilton stores (as shown in Table A.14). The table shows that most of this local expenditure (\$210) is made in retail stores and the remainder (\$45) is for services within the area. Further, the dollar volume of business conducted by the average local store is only 29% as great as that of the average store in Metropolitan Hamilton.

Table A.14 - Average Annual Revenue from Commercial Trades, 1961

<u>Category</u>	<u>Census Tract 14</u> \$	<u>Metropolitan Hamilton</u> \$	<u>C.T. 14 as % of Metro</u>
Retail Trade - per capita	210	995	21
- per establishment	39,900	133,000	30
Service Trade - per capita	45	156	29
- per establishment	11,400	34,360	33
Total per Capita	255	1,151	22
Overall Average per Establishment	27,700	95,790	29

The percentage distribution of store revenue by type of business shown in Table A.15 also illustrates the local function of the area's retail and service stores. There were in 1961 no general merchandise (i.e. department) stores in the area, only four small apparel and accessory stores and one hardware and home furnishings store. The result is that over 55% of all retail store sales are in the food group, compared to less than 30% in all of Metropolitan Hamilton. Most of the food sales in the area are by neighbourhood grocery stores, whose sales in 1961 averaged \$39,700 a year compared to an average of \$147,500 for all food stores, including supermarkets, in the Metropolitan area. The small sales volume of apparel and accessories and of hardware and home furnishings indicates that purchases of these goods are normally made outside the area.

In the Central Hamilton Urban Renewal Study, total retail sales in the Metropolitan area were equated with retail spending by the metropolitan population, which was found to be equal to 60% of total personal

income. On the assumption that retail spending in the scheme area is also equal to 60% of income, although in fact it is probably somewhat more, average per capita spending by the residents of the scheme area would have been \$765 in 1961. When this is compared with the average of \$210 per capita actually spent in the area's retail stores, it is clear that the bulk of the residents' consumer spending is in stores outside the area.

Table A.15

Retail Trade and Services by Type
for Metropolitan Hamilton and the Renewal Area, 1961

	Census Tract 14		Metro Hamilton Receipts (\$000)	% Distribution of Receipts	
	No. of Stores	Receipts (\$000)		Census Tract 14	Metro Hamilton
Retail trade: Total	44	\$1,755.6	\$393,429	100.0	100.0
- Food	25	993.0	110,814	56.6	28.2
- General Merchandise	-	-	66,152	-	16.8
- Automotive	7	304.9	101,182	17.4	25.7
- Apparel, Accessories	4	n/a	26,655	n/a	6.8
- Hardware, Furnishings	1	n/a	26,052	n/a	6.6
- Other Retail Stores	7	371.0	62,574	21.1	15.9
Services: Total*	33	374.9	61,576	100.0	100.0
- Amusement, Recreation	-	-	5,017	-	8.1
- Personal Services**	22	n/a	12,955	n/a	21.1
- Repair Services	2	n/a	2,065	n/a	3.4
- Hotel, Restaurants	9	268.1	29,693	71.5	48.2
- Other Service Trades	-	-	11,846	-	19.2
Total Retail & Service	77	2,139.5	455,005	-	-

*Excluding Business Services, consisting mainly of advertising and accounting.

**Barber shops, hairdressing salons, laundry and cleaning establishments, etc. comprise the 'personal service' category.

Source: 1961 Census of Canada.

Similarly, with respect to services: there were no theatres, bowling alleys or other amusement establishments in the area in 1961. Whereas the receipts of hotels and restaurants accounted for less than half of all service receipts in Metropolitan Hamilton, they accounted for over 70% of the total in the area. Even so, the average per capita spent in hotels and restaurants in the area was less than one-half of the Metropolitan average - \$32 vs. \$75 per year. All of the spending by the area's residents for amusement, most of their spending for personal services and repair services and a good deal of their spending in hotels and restaurants is outside the area.

Table A.15 shows a total of seventy-seven retail and service establishments in 1961. By 1967, as a result of clearance, the number had been reduced to fifty-seven with a total floor area according to our survey of 78,000 square feet, excluding three clubs. Although commercial uses are scattered throughout the area, a major concentration exists along James Street (Blocks 14 to 29) as shown in Table A.16 and also Map 3, Existing Land Use. The figures in Table A.16 refer to land area, not floor space. Well over half the land used commercially is mixed with residential uses. This indicates the many stores along James Street with upper storey flats and apartments, as well as the many houses throughout the area where all or part of the main floor has been converted to a commercial use.

Table A.16

Land Area in Commercial and Industrial Use

			Square Feet of Land - 1966			
			<u>Office</u>	<u>Retail & Service</u>	<u>Industrial</u>	<u>TOTAL</u>
Blocks	1-4S	- full	13,600	-	20,400	34,000
		- mixed	-	-	2,700	2,700
	5-13S	- full	-	1,500	2,000	3,500
		- mixed	-	33,800	61,200	95,000
	14-21	- full	45,300	26,900	203,400	275,600
		- mixed	-	33,200	-	33,200
	22-29	- full	-	15,300	85,400	100,700
		- mixed	-	59,700	-	59,700
	30-38	- full	-	-	14,100	14,100
		- mixed	-	2,600	9,000	11,600
	39-47	- full	-	8,000	9,600	17,600
		- mixed	-	4,800	-	4,800
	48-55	- full	-	2,300	27,600	29,900
		- mixed	4,000	16,000	7,200	27,200
	56-63	- full	-	-	23,900	23,900
		- mixed	-	11,800	12,700	24,500
	64-69	- full	-	6,600	57,500	64,100
		- mixed	-	20,800	-	20,800
Total Land						
			- full	58,900	60,600	443,900
			- mixed	4,000	182,700	92,800
				62,900	243,300	535,700
						842,900

Industrial uses are similarly scattered throughout the renewal area. In total, there are 535,700 square feet of land used for industrial purposes. The largest concentrations of such property are the Canadian Cotton Company lands in Blocks 19 and 20 (203,400 square feet

or 38% of the total industrial land use) and the James Street frontage in Block 25. Generally speaking, the industrial operations in this area are of two distinct types:

- (1) small one- or two-man shops operating in conjunction with residential uses (17% of the total industrial land use);
- (2) larger industrial operations located in separate plants designed or renovated for the purpose. Examples of this category are:

- Jenkins Foods - 23 Macauley Street West
- Brusey & Sons Ltd. - 497 Hughson Street North
- Brill Shirt & Neckwear Ltd. - 500 James Street North
- Jobborn Mfg. Co. - 11 Brock Street
- Gordon Pickle Co. - 494 Mary Street
- Hamilton Baking Co. - 201 Macauley Street East
- Home Juice Co. Ltd. - 207 Ferrie Street East
- Searle Industries Ltd. - 210 Ferrie Street East
- Paper Board Boxes Ltd. - 209 Simcoe Street East

In almost all cases, the commercial and industrial uses located other than on James Street North and the Harbour waterfront (west of Bay and north of Burlington Streets) do not conform to the present zoning bylaw which designates the area primarily for low-density residential use.

10. ECONOMIC CHARACTERISTICS

Property assessments, business assessments and tax revenues are detailed for each block within the North End renewal area in the following Table A.17; the results are also briefly summarized below:

	<u>Land</u>	<u>Buildings</u>	<u>Total</u>	<u>Per cent</u>
	\$	\$	\$	%
Property Assessment				
Residential	933,910	3,541,260	4,525,170	64
Non-residential	193,180	893,570	1,086,750	15
Exempt	<u>375,340</u>	<u>1,092,150</u>	<u>1,467,490</u>	<u>21</u>
Total	1,552,430	5,526,980	7,079,410	100
Total Business Assessment	-	-	430,930	6
Total Tax Revenue			441,725	

It should be noted that this information was prepared with the assistance of the Hamilton Assessment Commissioner in 1966 and therefore does not reflect the recent changes in the Area such as the extensive building demolitions.

The total property assessment of \$7,079,410 is made up of approximately 64% residential, 15% non-residential and 21% exempt property. The business assessment is an additional amount of \$430,930 and is equal to about 6% of the property assessment. The table also shows that total tax revenues from the renewal area are \$441,725 per year.

The table shows that assessed land values are relatively constant throughout, averaging \$0.18 per square foot. Somewhat lower values to the east of Mary Street (Blocks 56 to 69) and along the waterfront (Blocks 1 and 2) are due to the predominantly residential nature of the area, the presence of Eastwood Park and the low non-residential assessment of waterfront properties. The commercial and industrial concentrations along James Street and in other scattered locations are reflected in the slightly higher per square foot values for those areas.

Table A.17 - Financial Characteristics

Block No.	A S S E S S M E N T \$										T A X R E V E N U E \$			
	Residential			Non-Residential			Business	Total	Land Per Sq.Ft.	Realty		Business Taxes	Total Revenue	
	Land	Bldg.	Total	Land	Bldg.	Total	Total	Residential		Non-Res.				
1	28,410	104,310	132,720	7,190	17,160	24,350	6,260	163,330)	0.11	9,468 Exempt	1,908	490	11,866	
2	50,130	2,720	52,850	960	1,500	2,460	610	52,850)	0.07	383	193	48	624	
3	2,360	3,010	5,370					8,440)		Exempt				
4N	700	1,230	1,930					1,930)		2,786	16	9	2,811	
	6,980	32,070	39,050	100	100	200	120	39,370	0.17	3,845	1,057	264	5,166	
	11,630	42,270	53,900	900	12,590	13,490	3,370	70,760)	0.15	Exempt				
	4,400	-	4,400					4,400)		1,810	601	125	2,536	
4S	22,070	3,310	25,380	6,740	930	7,670	1,590	34,640)	0.28	Exempt				
	26,070	3,310	29,380					29,380)		1,631	38	19	1,688	
5	4,310	18,550	22,860	60	420	480	240	23,580	0.22	2,868	-	-	2,868	
6	6,230	33,970	40,200					40,200)	0.16	Exempt				
	7,130	2,000	9,130					9,130)		2,828	-	-	2,828	
7	7,640	32,000	39,640					39,640	0.22	6,618	-	-	6,618	
8	19,060	73,710	92,770					92,770	0.17	8,259	150	37	8,446	
9	22,060	93,720	115,780	630	1,280	1,910	470	118,160	0.17	6,234	125	31	6,390	
10	18,550	68,840	87,390	220	1,380	1,600	400	89,390	0.16	7,265	-	-	7,265	
11	15,570	86,270	101,840					101,840)	0.18	Exempt				
	900	-	900					900)		6,039	372	92	6,503	
12	14,700	69,950	84,650	940	3,810	4,750	1,180	90,580	0.20	395	333	-	728	
13N	1,110	4,430	5,540	4,250	-	4,250	-	9,790)	0.23	Exempt				
	450	-	450					450)		4,159	5,202	-	9,361	
13S	12,080	46,220	58,300	14,010	52,380	66,390	-	124,690)	0.20	Exempt				
	6,240	98,300	104,540					104,540)		-	16,569	9,956	26,525	
14	-	-	-	17,140	194,330	211,470	127,060	338,530)	0.34	Exempt				
	22,400	57,620	80,020					80,020)		6,064	1,137	284	7,485	
15	20,840	64,170	85,010	6,470	8,040	14,510	3,620	103,140)	0.24	Exempt				
	940	1,730	2,670					2,670)		5,927	889	331	7,147	
16	15,210	67,880	83,090	2,880	8,460	11,340	4,230	98,660)	0.24	Exempt				
	1,620	10,390	12,010					12,010)		4,434	1,486	795	6,715	
17	13,620	48,540	62,160	2,980	15,990	18,970	10,140	91,270)	0.23	Exempt				
	8,860	-	8,860					8,860)						

Table A.17 - Financial Characteristics (Continued)

Block No.	A S S E S S M E N T \$										T A X R E V E N U E \$			
	Residential			Non-Residential			Business	Total	Land Per Sq.Ft.	Realty		Business Taxes	Total Revenue	
	Land	Bldg.	Total	Land	Bldg.	Total	Total	(Property and Business)		Residential	Non-Res.			
18	20,530	105,970	126,500	1,410	5,690	7,100	1,750	135,350)	0.20	9,024 Exempt	556	137	9,717	
19	-	-	1,150	26,050	82,450	108,500	11,480	119,980	0.23	-	8,501	899	9,400	
20	5,150	21,690	26,840	17,230	119,070	136,300	56,320	219,460)	0.22	1,915 Exempt	10,680	4,413	17,008	
21	1,870	10,890	12,760	2,200	420	2,620	200	2,810)	0.26	1,035 Exempt	205	16	1,256	
22	3,610	1,630	2,100	550	970	1,520	380	2,100)	0.21	6,288	119	30	6,437	
23	29,550	58,590	88,140	4,130	15,540	19,670	7,300	90,040	0.23	6,974	1,541	572	9,087	
24	22,060	75,710	97,770	2,500	12,180	14,680	4,420	124,740	0.22	5,009	1,150	346	6,505	
25	18,010	52,210	70,220	13,270	85,140	98,410	48,780	89,320	0.21	2,961	7,711	3,822	14,494	
26	6,150	35,360	41,510	8,570	23,700	32,270	8,660	188,700	0.27	5,613	2,528	679	8,820	
27	16,460	62,230	78,690	6,780	14,260	21,040	5,230	119,620	0.24	5,845 Exempt	1,649	410	7,904	
28	14,240	67,700	81,940	2,390	8,370	10,760	2,680	108,210)	0.22	5,729	843	210	6,782	
29	1,950	40,420	42,370	890	570	1,460	360	42,370)	0.27	1,168	114	28	1,310	
30	17,990	62,320	80,310	1,210	7,900	9,110	5,460	18,190	0.17	2,484 Exempt	714	428	3,626	
31	6,760	9,610	16,370	1,600	3,670	5,270	1,310	49,390)	0.14	6,939	413	103	7,455	
32	7,600	27,220	34,820	1,600	3,670	5,270	1,310	1,170)	0.21	7,500	-	-	7,500	
33	1,170	-	1,170	480	480	960	-	105,140)	0.18	Exempt	-	-	-	
34	21,980	75,290	97,270	480	480	960	-	4,130)	0.19	34	-	-	34	
35	19,870	85,270	105,140	480	480	960	-	480)	0.20	Exempt	-	-	-	
36	4,130	-	4,130	51,710	51,710	103,420	1,310	51,710)	0.19	339	-	-	339	
37	16,950	34,760	51,710	4,750	4,750	9,500	750	4,750)	0.20	Exempt	-	-	-	
38	4,750	-	4,750	446,610	446,610	893,220	-	446,610)	0.19	106	-	-	106	
39	13,910	432,700	446,610	1,480	1,480	2,960	-	1,480)	0.20	Exempt	-	-	-	
40	1,480	-	1,480	17,150	17,150	34,300	71	17,150)	0.19	71	-	-	71	
41	17,150	-	17,150	1,000	1,000	2,000	-	1,000)	0.19	Exempt	-	-	-	
42	1,000	-	1,000	16,590	16,590	33,180	750	16,590)	0.19	Exempt	-	-	-	
43	16,590	-	16,590	70,570	70,570	141,140	-	70,570)	0.21	186	138	59	5,279	
44	17,120	53,450	70,570	340	2,040	2,380	750	73,700	0.19	5,034	-	-	1,072	
45	3,630	9,460	13,090	1,760	-	1,760	-	14,850)	0.21	934 Exempt	-	-	-	
46	220	670	890	-	-	-	-	890)	-	-	-	-	-	

Table A.17 - Financial Characteristics (Continued)

A S S E S S M E N T \$											T A X R E V E N U E \$			
Block No.	Residential		Non-Residential		Business Total	Total (Property and Business)	Land Per Sq.Ft.	Realty		Business Taxes	Total Revenue			
	Land	Bldg.	Land	Bldg.				Residential	Non-Res.					
39	16,430	-				16,430	0.14	Exempt			-			
40	23,330	91,550				114,880	0.16	8,195			8,195			
	1,850	-				1,850		Exempt			-			
41	18,630	65,480	1,990	2,510	1,120	89,730	0.18	6,000	353	88	6,441			
	540	2,740				3,280		Exempt			-			
42	17,440	62,600	420	850	310	81,620	0.19	5,710	100	24	5,834			
	630	-				630		Exempt			-			
43	920	2,260				3,180	0.18	227			227			
	16,590	44,460				61,050		Exempt			-			
44	17,170	74,390	1,070	1,760	700	95,090	0.19	6,531	222	55	6,808			
45	6,910	27,970				34,880	0.19	2,488			2,488			
	10,660	142,390				153,050		Exempt			-			
46	17,570	85,120			-	102,690	0.19	7,325			7,325			
47	2,720	7,070	1,060	-	1,060	10,850	0.24	698	83	-	781			
	850	-				850		Exempt			-			
48	13,210	55,130	3,030	70,540	54,700	196,610	0.15	4,875	5,764	4,286	14,925			
49	15,110	64,060	1,080	6,290	2,650	89,190	0.20	5,648	577	208	6,433			
50	14,230	63,460				77,690	0.20	5,542			5,542			
51	2,200	9,770				11,970	0.24	854			854			
	15,260	167,800				183,060		Exempt			-			
52	15,460	57,990	790	2,280	760	77,280	0.22	5,240	241	60	5,541			
53	15,060	51,450	400	440	210	67,560	0.22	4,745	66	16	4,827			
54	15,430	64,960				80,390	0.21	5,735			5,735			
55	4,310	8,330				12,640	0.21	902			902			
56	102,000	34,880				136,880	0.15	Exempt			-			
57	34,650	122,740				157,390	0.14	11,227			11,227			
58	29,500	107,580	1,140	10,040	5,880	154,140	0.15	9,779	876	461	11,116			
59	30,240	93,040	-	-	100	123,380	0.15	8,794	-	8	8,802			
60	29,980	109,800	490	1,780	670	142,720	0.15	9,971	178	53	10,202			
61	25,310	102,600	4,840	17,390	5,750	155,890	0.15	9,125	1,742	450	11,317			
62	28,550	96,680	90	150	120	125,590	0.15	8,933	19	9	8,961			

Table A.17 - Financial Characteristics (Continued)

A S S E S S M E N T \$											T A X R E V E N U E \$		
Block No.	Residential		Non-Residential		Business Total	Total (Property and Business)	Land Per Sq.Ft.	Realty		Business Taxes	Total Revenue		
	Land	Bldg.	Total	Land				Bldg.	Total			Residential	Non-Res.
63	6,750	34,720	41,470	770	4,870	5,640	-	47,110)	0.15	2,958 Exempt	442	-	3,400
64	27,780	89,680	117,460	800	1,450	2,250	1,120	120,830	0.13	8,379	176	88	8,643
65	24,020	85,540	109,560	2,540	12,530	15,070	8,540	133,170	0.15	7,816	1,181	669	9,666
66	27,450	83,660	111,110	1,920	11,630	13,550	3,380	128,040	0.15	7,926	1,062	265	9,253
67	24,270	67,470	91,740	1,810	7,230	9,040	5,700	106,480	0.15	6,544	708	447	7,699
68	8,350	24,930	33,280	8,850	41,490	50,350	24,850	108,480)	0.17	2,374	3,945	1,947	8,266
69	4,990	10,730	15,720	-	-	-	-	15,720)	-	Exempt	-	-	-
	6,510	25,040	31,550	3,730	-	-	-	35,280	0.22	2,251	292	-	2,543
TOTALS	983,910	3,541,260	4,525,170	193,180	893,570	1,086,750	430,930	6,042,850	0.18	322,807 Exempt	85,151	33,767	441,725
	375,340	1,092,150	1,467,490					1,467,490					

Characteristics of private residential property sales in the area as recorded by Teela Market Surveys Ltd. are shown in Table A.18. For the years 1961 to 1964 inclusive, the average sale price of residential properties declined from \$8,235 to \$7,360, this being coincidental with a decline in average assessed land value from \$0.23 to \$0.16 per square foot for the properties concerned. These figures indicate recent market action in smaller and less valuable residential properties.

Table A.18 - Private Residential
Property Sales¹, 1961 to 1964

Characteristics	Y e a r s			
	1961	1962	1963	1964
<u>Property Sales</u>				
Number of Sales	49	39	27	20
Average sale price (\$)	8,235	7,960	7,670	7,360
Average size of lot (sq.ft.)	2,730	2,810	2,900	3,150
Average cost per sq.ft. (\$)	3.02	2.83	2.64	2.39
Average land assessment per sq.ft. (\$)	0.23	0.20	0.19	0.16
Average total assessment per sq.ft.(\$)	1.01	0.97	0.97	0.89
Average assessment/sale price ratio	3.06	2.93	2.70	2.62
<u>Property Resales</u>				
Number of resales	6	5	2	1
Original purchase price (\$)	5,740	7,390	6,350	7,900
Average resale price 1961-64 (\$)	8,490	9,400	8,000	9,500
Cost appreciation	47.9%	27.2%	26.0%	20.3%

¹ Excludes commercial, industrial, institutional or municipal property sales.

Source: Teela Market Surveys

Despite the decreasing average sale price, persons dealing in area real estate during the four-year period realized an appreciation on resale property over their original investment. Area property purchased in 1961 was sold during the period for 48% more than the original purchase price while property purchased in 1962, 1963 and 1964 realized an appreciation of 27%, 26% and 20% respectively.

11. PRESENT MUNICIPAL FINANCES

A summary of the existing financial status of the North End renewal program is given below. This statement of expenditures and commitments to May 31, 1967 was prepared by the City of Hamilton Treasury Department.

The items of land acquisition, road construction, etc., referred to on the left-hand side of the Table A.19 are taken from the renewal program described in the 1963 redevelopment plan. The "Gross Estimated Costs" are the cost estimates included with the 1963 plan with only one change; the estimated acquisition cost for the public housing site has since been raised by \$250,000 to \$650,000.

The column headed "Amount Expended and Committed" refers to amounts spent or committed to May 31, 1967 for implementation of the North End Redevelopment Plan. The next column lists the unencumbered balance for each item. It can readily be seen that, in approximate terms, only \$350,000 remains out of \$3,500,000 for land acquisition in the first stage. This compares favourably with the nearly complete status of the projects concerned; the school-park site, the public housing site and some spot acquisition. Some \$850,000 out of \$1,700,000 remains for the second stage land acquisition, while substantial numbers of buildings remain to be cleared for the spot acquisition program and for the perimeter road. Virtually none of the \$4,250,000 available for the development of roads and utilities has been used.

The final column of the table, headed "Year Funds Available" indicates the year during which the relevant expenditures have been scheduled in the 1967-1971 Capital Budget. It is assumed therein that the usual 50%-25%-25% cost sharing will apply among the federal, provincial and municipal governments respectively and that land acquisition costs will be partially offset by recoveries from the sale of lands.

Table A.19 - Renewal Expenditures and Commitments
to May 31, 1967

	<u>Gross Estimated Cost</u>	<u>Amount Expended and Committed</u>	<u>Unencumbered Balance</u>	<u>Year Funds Available</u>
<u>Land</u>				
Stage I				
(a) School Park Site	2,175,000.00	2,040,431.84	124,568.16	1967
(b) Public Housing	650,000.00	577,510.19	72,489.81	1967
(e) Spot Acquisition	250,000.00	250,000.00		
	<u>3,075,000.00</u>	<u>2,867,942.03</u>	<u>207,057.97</u>	
Administrative Expenses	423,750.00	254,938.11	168,811.89	1967
	<u>\$3,498,750.00</u>	<u>3,112,880.14</u>	<u>375,869.86</u>	
Stage II				
(a) Perimeter Road	866,000.00	627,905.58	238,094.42	1967
(b) Dock Service Road	36,000.00		36,000.00	1967
(c) Realignment	55,000.00		55,000.00	1967
(g) Spot Acquisition	500,000.00	193,255.17	306,744.83	1967
	<u>1,457,000.00</u>	<u>821,160.75</u>	<u>635,839.25</u>	
Administrative Expenses	218,550.00	8,041.84	210,508.16	1967
	<u>\$1,675,550.00</u>	<u>829,202.59</u>	<u>846,347.41</u>	
<u>Development</u>				
Stage I				
- Sub-trunk Sewer	664,000.00	12,559.33	651,440.67	1967 325,720.34
				1968 325,720.33
Stage II				
- Construction - Peri-				1967 307,990.00
meter Road	697,000.00	32,010.00	664,990.00	1968 357,000.00
- Dock Service Road	125,000.00		125,000.00	1967 60,000.00
				1968 65,000.00
- Sewers	800,000.00		800,000.00	1968 280,000.00
				1969 520,000.00
- Water	57,000.00		57,000.00	1967
- Relocate Utilities	108,000.00		108,000.00	1967
	<u>1,787,000.00</u>	<u>32,010.00</u>	<u>1,754,990.00</u>	
Stage III				
- Reconstruct Roads, etc.	1,737,000.00		1,737,000.00	1969 413,000.00
				1970 400,000.00
				1971 974,000.00
	<u>\$9,412,300.00</u>	<u>3,966,652.06</u>	<u>5,445,647.94</u>	

The map of property ownership (Map A.10) has been prepared to accompany this financial statement to illustrate city and partnership land ownership as of May 31, 1967 and to serve as the basis for estimating further land acquisition costs. In accordance with Table A.19, it shows properties which the partnership had purchased, or was committed to purchase, up to May 31, 1967. Properties which have been sold by the partnership with the recoveries credited to the partnership are shown on the map under their new ownership.

12. HOUSING STATISTICS

The purpose of this Appendix is to present a summary of the everchanging population and housing stock in the North End, both in the past and in the expected future, and to justify the apartment construction rate proposed for the North End by comparison with projected rates for the city as a whole.

North End Population and Housing: 1961 to 1967

The considerable change in housing stock and population in the North End since 1961 is mainly attributable to extensive clearance of houses for the once-proposed incinerator site, for the neighbourhood centre and for the proposed Perimeter Road. Statistics on the subject are limited, due partly to the decision not to make further visits to North End houses during the preparation of this scheme report. There are, however, these sources of information: the 1961 Census of Canada; a map prepared by the Hamilton Planning Department showing all North End buildings prior to the above-mentioned clearance; the base maps prepared for this report and the assessment records which were used to provide estimates of relocation needs.

Table A.20 summarizes the results and shows that the total stock of residential (and partially residential) buildings has dropped from about 1,850 to about 1,600 while the estimated population has dropped from 8,362 in 1961 to about 7,660 or less, depending on the number of vacant dwellings (which could be substantial due to imminent demolitions and incomplete construction).

Table A.20

North End Population and Housing
1961 to 1967¹

	Residential Buildings Existing in 1961		Residential Buildings Constructed Since 1961			Total Popu- lation
	<u>Buildings</u>	<u>Occupants</u>	<u>Buildings</u>	<u>Dwelling Units</u>	<u>Occupants</u>	
1961	1841 (2)	8362 (3)	-	-	-	8362 (3)
Change during 1961 to 1967	-247 (4)	-1120 (5)	2 (6)	256 (6)	422 (7)	
1967	1594	7240	2	256	422	7662 (8)

- (1) For the purposes of this summary, Block 13S, the only block south of the CNR tracks, has been excluded to correspond with the census tract boundaries.
- (2) The total of 1,841 buildings includes sixty-seven with both commercial and residential uses.
- (3) 1961 Census of Canada.
- (4) This total was obtained from comparison of the two North End maps, one showing buildings before and the other after the clearance of buildings which occurred between about 1962 and July 1, 1967. In a very few instances, new houses have been constructed to replace old houses during this interval; only the "net" change has been recorded here. The total of 247 buildings included ten which were partially used for commercial purposes.
- (5) An average of 4.55 persons per residential building was assumed, the same as the average for all residential buildings existing in 1961, on the basis that the buildings cleared were approximately typical in terms of size, proportion of multi-family occupancy and proportion of commercial uses.
- (6) These two buildings are the K.D. Soble Towers (146 units - 112 bachelor and thirty-four one-bedroom) and the Marina Towers (110 units).
- (7) This estimate is based on an assumed 2.2 persons per apartment in Marina Towers.
- (8) The estimate of 7,660 persons is based on the buildings in existence on July 1, 1967, assuming normal occupancy. The actual population was probably somewhat lower at that time due to vacancies in buildings soon to be cleared and since the two new apartment buildings were not yet fully occupied. (According to the 1966 Census of Canada, the results of which were only available after this table was prepared, the North End population in the spring of 1966 was 7,213 persons. This figure is compatible with the above estimate of 7,662 since the two new apartment buildings were not completed until 1967 and since some houses were vacated in advance of demolition.)

Recent Housing Construction in the Hamilton Area

The following Table A.21 indicates the rate of housing construction in the Hamilton metropolitan area in recent years. While there have been some considerable fluctuations, it shows that the average rate has been about 4,500 dwelling units per year and that about 2,300 of these (or 50%) have been apartments.

Table A.21Metropolitan Hamilton Dwelling Starts by Type*

<u>Type of Dwelling</u>	<u>1963</u>	<u>1964</u>	<u>1965</u>	<u>1966</u>
Single-detached	2,015	2,023	2,056	2,162
Semi-detached and duplex	69	26	40	98
Row	11	193	126	241
Apartments	1,773	3,428	2,297	1,700
Total	3,868	5,670	4,519	4,201
Apartments: % of total	46	60	51	40

*Source: Canadian Housing Statistics, 1966.

A review of the high-rise apartment buildings constructed near the centre of Hamilton over the period 1961 to 1967 shows that the average construction rate has been 335 apartment units per year although the much higher than average rate in 1962 to 1964 resulted in a temporary over-supply of apartments. The great majority of these high-rise buildings are within 1 mile of the centre of downtown Hamilton while the remaining four buildings are within 2 miles of the centre. This average of 335 units per year is about 15% of the average total of 2,300 units per year for metropolitan Hamilton.

Future Housing Construction Estimates

The following assumptions have been made in considering the extent of high-density residential development which can reasonably be expected in the North End in the next few years.

- (a) It is estimated that an average of five thousand or more dwelling units per year will be built to meet future housing needs in metropolitan Hamilton. This is based on an estimated population increase from 449,000 in 1966 to 666,000 in 1981 and an approximate demolition rate of existing housing of 3/4% per year resulting in approximately 45,000 additional persons to be housed in new dwellings. The rate of demolition could well be increased due to such factors as highway construction, urban renewal and industrial redevelopment.
- (b) It is assumed that 50% of these five thousand dwellings will be multiple-family units (apartments or row housing). This 50% ratio is in line with recent experience in Hamilton and other Canadian cities and would amount to about 2,500 units per year.
- (c) The rate of construction of high-rise apartments in the central part of Hamilton has recently been about 15% of the total multiple-family dwellings constructed (or 335 out of 2,300 per year). It is assumed that this could rise to about 25% in future years due to the expected increasing desirability of central city living, which would amount to over six hundred high-rise units per year.
- (d) Finally, it is assumed that up to half of the anticipated apartment construction in the central part of the city (i.e. three hundred units) could occur in the North End due to its locational advantages and to the continuing implementation of the urban renewal proposals.

On the basis of the above assumptions, it can be reasonably concluded that the North End could attract the construction of up to three hundred high-rise apartment units per year.

Projected North End Population and Housing

Estimates of changes in the North End population and housing stock during the period 1961 to 1967 were presented in Table A.20. The proposals of the concept plan will result in extensive further changes and the estimated results of these are presented in the following Table A.22. Some of these estimates are admittedly very approximate; they are, however, considered quite satisfactory for their basic purpose.

Table A.22

Projected North End Population and Housing

	Residential Buildings Existing in 1961		Residential Buildings Constructed Since 1961 or Proposed		Total Estimated Population
	Buildings ³	Estimated Occupants	Dwelling Units	Estimated Occupants	
1967 ¹	1,594	7,240	256	422	7,662
Changes proposed in first-phase program or already underway:					
Public Housing:					
Continue-Flo Site	-	-	17	76 ²	
Cotton Mill Site	-	-	91	410 ²	
Marina Towers - 2nd bldg.	-	-	128	282 ⁶	
Project A	58	296 ⁵	-	-	
B (75% of total)	132	545 ⁵	66 ⁴	231 ⁷	
C	12	50 ³	9	32 ⁷	
D1	-	-	120	264 ⁶	
F1	29	130 ³	250	550 ⁶	
G1	42	190 ³)			
G2	40	204 ⁵)	250	550 ⁶	
H1	35	122 ⁵	50	175 ⁷	
N & R (50% of total) ⁸	8	35 ³	400	880 ⁶	
Advance Acquisition ⁹	10	45			
Sub-Total	-366	-1,617	1,378	3,450	
Totals at end of first-phase program	1,228	5,623	1,634	3,872	9,495
Changes proposed in remainder of concept plan:					
Project B (25% of total)	44	181 ⁵			
D2	17	80 ³	130	286 ⁶	
F2	17	80 ³	250	550 ⁶	
H2	21	100 ³	50	175 ⁷	
J & K	32	150 ³	90	315 ⁷	
L	18	80 ³	350	770 ⁶	
M	37	170 ³	450	990 ⁶	
N & R (50% of total) ⁸	8	35 ³	400	880 ⁶	
Less: Advance Acquisition ⁹	(10)	(45)			
Sub-Total	-184	-831	1,720	3,966	
Totals after completion of concept plan proposals	1,044	4,792	3,354	7,838	12,630

- ¹Data for 1967 are copied from Table A.20. For a description of its sources, see the table and its footnotes.
- ²Based on an average of 4.5 persons per unit assumed for all family-type public housing units.
- ³Based on estimates presented in Table 1.
- ⁴It is estimated, solely for the purposes of this population projection, that the number of new house sites to be developed here will be equal to half the number demolished. Due to the many uncertainties involved, the actual number may vary considerably from the above estimate and is expected to be somewhat higher.
- ⁵Based on estimates presented in Table 17.
- ⁶Based on an average of 2.2 persons per apartment, as assumed for all high-density residential projects.
- ⁷Based on an average of 3.5 persons per family-type low-rise dwelling unit, as assumed for all low-density privately sponsored residential construction.
- ⁸It has been assumed, solely for the purposes of preparing this approximate population projection, that the Waterfront Apartments Project could include as many as eight hundred apartments. It has further been assumed that about half of these will be developed during the first-phase program. The details of the actual development are dependent on many factors and the actual number of apartments may vary greatly from the above.
- ⁹This is an allowance for the recommended advance acquisition of sub-standard houses in areas whose redevelopment is not included in the first-phase program.

13. REHABILITATION EXPERIENCE

Information on experience with the public encouragement of private housing rehabilitation in Canada and the United States has been sought in the available literature. The great majority of the literature consists of recommendations on methods for encouraging private rehabilitation and discussions of expected rehabilitation while examples of rehabilitation projects successfully completed are scarce. There is general agreement, however, on one point: there is no simple, rapid nor inexpensive method for successful rehabilitation.

Metropolitan Toronto Urban Renewal Study. Staff Report for the Metropolitan Toronto Planning Board. August, 1966.

Rehabilitation is fully discussed in this report, in terms of its complexities and of the limited experience with it, as quoted below:

"Rehabilitation

The improvement of existing housing which is in a relatively poor condition is an essential component of the required renewal program. Many of the features which contribute toward residential obsolescence are capable of correction and improvement. For dwellings that are in a basically sound structural condition, such things as the provision of new equipment (heating, wiring, plumbing, cooking), replacement of defective floors and other minor structural repairs, interior and exterior decoration, and re-partitioning, can usually bring the structure up to a satisfactory standard of livability and extend its useful life for many years.

Rehabilitation is a difficult and complicated process. The results are inconspicuous, diffused, and not particularly photogenic. It is slow and tedious, and involves endless detail work. Rehabilitation is also risky; it is impossible to predict hidden structural weaknesses, and as the work proceeds there are often unpleasant surprises which bring out mistakes in judgment. It contrasts sharply with clearance which is simple, predictable, safe and dramatic. Nevertheless, there is little doubt that the success of the metropolitan renewal program will depend in large part on the degree to which it brings about a general rehabilitation of the existing stock of housing in the older sections of the area.

A basic problem in developing a suitable rehabilitation program is to establish the general housing standard toward which the rehabilitation will be directed. The present City of Toronto housing standards by-law is directed toward ensuring only a minimum standard of fitness relating mainly to health and safety factors. It does not effectively regulate maintenance or occupancy, but even if it did it is doubtful that it would be effective in achieving a substantial upgrading of the general run of poor housing in Metropolitan Toronto.

"On the other hand, the standards required by C.M.H.C. for rehabilitation loans in urban renewal areas ("Minimum Property Standards") provide an effective level for sound rehabilitation activity but may, in some cases, be higher than necessary. These standards are in many respects similar to those required for new house construction under N.H.A. financing, allowing generally for some reduction in minimum room sizes and other dimensions. Heavy rehabilitation expenses are often incurred by the fire-proofing requirements, such as the provision of masonry party walls to the roof line. While there is no doubt that the imposition of these standards would be effective in achieving a marked up-grading in the quality of much older housing, in some respects these standards may impose a higher level of rehabilitation than would be required if the objective were simply to bring the housing up to the general standards of sound housing in the neighbourhood.

Because the nature of rehabilitation is unpredictable and cannot be determined until there has been a detailed inspection of each prospective property, it is very difficult to establish the costs of rehabilitation. Experience in various cities shows an extremely wide variation.* In Toronto, the only useful experience derives from Alexandra Park where rehabilitation is an important element in the present renewal program. In the sector where private rehabilitation is to be undertaken, current surveys indicate that the average cost per unit would be about \$1,600 to bring dwellings to the standard required by the city's housing standards by-law, and about \$1,900 per unit to achieve a somewhat higher "rehabilitation" standard. In the public housing sector of the project, it appears that the average rehabilitation cost may run to \$6,500; this would bring the dwellings up to the required C.M.H.C. standard and qualify the housing for C.M.H.C. financing over a 25-year mortgage period. Additional costs for site improvement, services, fees, etc. may bring the total up to an average of \$8,000 or \$9,000 per unit.

Cost differences in rehabilitation relate not only to the standards aimed at but also the method of carrying out the work. When carried out by the individual home owner, rehabilitation may be considerably less costly than when carried out by a large contractor. Much of the work is done by the owner or his friends at odd hours and over an extended period. Smaller jobs require smaller contractors and tradesmen, involving less supervision, office staff and overhead. Usually work is done only as required; most home owners will not concern themselves today with major items such as plumbing or roofing which can be put off for several years. On the other hand, the experience of the Philadelphia Housing Authority has shown that a large public organization can carry out an extensive rehabilitation program, using its own work force, more economically than private contractors. An agency which carries out a great deal of rehabilitation can benefit from economies

*In the North End renewal project in Hamilton the average cost of rehabilitation was \$3,875 per unit. In a major project undertaken in Philadelphia the average cost was \$2,800, but the cost of rehabilitating individual units ranged between \$1,000 and \$5,400. In Boston, one rehabilitation project was undertaken at an average cost of \$2,000, while for another project the indicated cost was \$4,500 per unit.

of scale, utilizing a highly specialized, skilled and experienced staff, and maintaining a substantial inventory of the great variety of items required for rehabilitation.

It is likely that the urban renewal program in Toronto will call for different types of rehabilitation programs; as at Alexandra Park, one under the auspices of the public housing agency in which rehabilitated units are brought up to mortgaging standards, and the other involving housing in a relatively better state of repair which is improved largely by the individual home owners themselves. In addition, it would be desirable to acquire and provide houses for rehabilitation by private parties either for subsequent rental or re-sale. Such houses would have to be brought up to mortgaging standards as with the suggested O.H.C. rehabilitation, and would also require a substantial write-down.

It would be futile to attempt to establish an arbitrary ratio between the maximum cost of rehabilitation and the purchase price of the dwelling to be rehabilitated, as is suggested. Even if the cost of rehabilitation goes as high as \$9,000 or \$10,000, the end cost of the unit is likely to be about half the cost of an equivalent new unit, which is the critical factor to be considered. Assuming that the purchase price of the properties is written down for public housing purposes, similar to the write-down which is applied to cleared lands, it is obvious that rehabilitation even at the indicated cost levels will provide an economic way of producing low-rental housing.

Concerning rehabilitation by individual home owners, it is evident that an extensive program of this type will present many problems. A current study on rehabilitation prospects in three moderately deteriorated neighbourhoods, undertaken under the City Planning Board's auspices, indicates that there are serious constraints on such a program.* Most home owners in these areas have limited resources, with the median income in the survey areas not exceeding \$3,600, and there is a high proportion of elderly persons who have a strong reluctance to incur indebtedness even when they have no outstanding mortgage obligations. For home owners in these areas a reasonable expectation of home improvement would project a modest program carried out over a period of years, utilizing their own or family labour, and with an average cash expenditure of perhaps \$200 annually.

The situation is similar at Alexandra Park. Fully 7/8 of the dwellings to be rehabilitated in the private sector are occupied by their owners, and only 15% are mortgaged. But the median family income is less than \$4,000, and nearly half of the dwellings would require an expenditure of over \$2,000 to bring them up to the relatively modest "rehabilitation" standard envisaged by city officials.

It is clear that the major problem in rehabilitation is largely one of finance. Home improvement loans, to a maximum of \$4,000, are available in redevelopment areas,

*Prospects for Rehabilitation of Housing in Central Toronto. Dr. Albert Rose, 1966.

but it is doubtful that a large proportion of the families in these areas will have the financial ability to incur such obligations. It is obvious that a more direct form of financial assistance will be required if there is to be any substantial amount of private rehabilitation in the older areas of Metropolitan Toronto. Financial assistance can take several forms; for example, loans at below-market interest rates; direct grants to low-income families, as under the U.S. urban renewal program; or loans with a moratorium on repayments until the property passes out of the owner's possession. Alternatively, the major burden of residential rehabilitation can be directed toward the Ontario Housing Corporation or to other non-profit corporations, with the dwellings acquired and rehabilitated by O.H.C. and then conveyed to individual owners on a lease/back or purchase/back arrangement.

Low-income families in Metropolitan Toronto generally pay a high percentage of their income for housing much of which calls for rehabilitation. If they were forced to pay the cost of rehabilitation it would not only impose undue hardship but would lead many to attempt to reduce their housing cost by doubling-up, subletting, etc.

In addition to providing extensive financial assistance, it is also necessary to provide home owners with technical assistance. The establishment of expert and sympathetic field staffs to provide guidance in carrying out repairs, and the provision of materials and supplies on a minimum-cost basis, would help home owners considerably in undertaking necessary repairs. The establishment of such a machinery is one of the most important steps to be taken in carrying out residential rehabilitation on a neighbourhood basis."

The Study also notes that:

"(A) problem which...will be of serious dimensions is the need to provide financial assistance to homeowners whose properties require improvement but who can not readily absorb the necessary expenditure or the consequent indebtedness. For the low-income families a system of direct grants similar to the U.S. program is necessary: for families with somewhat higher incomes, loan assistance, either at below-market rates or with a moratorium on repayment until sale of the property, would appear to be indicated. The success of the renewal program will depend to a considerable extent on the ability to secure a reasonable level of improvement by homeowners whose properties are not acquired for public renewal action, and this in turn will depend on the development of suitable procedures for providing them with financial assistance."

The above reference to U.S. grants refers to the provision of maximum rehabilitation grants of \$1,500 to qualified low-income owner-occupants of housing in urban renewal areas. These grants are made directly to applicants by the federal government and do not require cost-sharing by municipalities.

Prospects for Rehabilitation of Housing in Central Toronto. Report of Research Submitted to City of Toronto Planning Board and Central Mortgage and Housing Corporation, September, 1966. Albert Rose, Ph.D., School of Social Work, University of Toronto.

In this study of the attitudes of homeowners toward the rehabilitation of their dwellings, the author states that:

"Rehabilitation implies the repair, the modernization and refurbishing of basically sound buildings which have been allowed to fall into disrepair or are partially obsolescent, for example in wiring or plumbing."

"The process of rehabilitation...can be conceived in either of two ways: it can be viewed as the end product of a continuous process of routine maintenance eventually requiring, perhaps, improvement by way of more modern facilities and techniques; or it may be conceived as an essential requirement in the absence of routine and continuous maintenance and of attempts at improvement. It is in this latter sense that rehabilitation is usually conceived in the modern planning process."

The study was carried out in 1964 among homeowners from three carefully selected areas which were within regions of poor housing in Toronto but which contained relatively small proportions of housing structures considered to be in "poor" condition and which were in old but relatively well-kept residential districts, where owner-occupied dwellings were over 50% of the total and where average rents ranged from \$75 to \$92 per month. The main conclusions are based on some three hundred detailed interviews with homeowners and are partially reprinted below.

"It is clear that expenditures on improvements within the house are more readily made than those evident from the outside. Owner-occupiers are much more willing to spend time, money, and effort to improve the inside of their homes than to improve the exteriors. To some extent they interpret exterior improvements as a benefit for their neighbours rather than for themselves. Moreover, such improvements are readily apparent to the representatives of the Assessment Department and result, the owners believe, in increased property taxes.

The nature of home improvements, and the patterns and procedures by which they are carried out, are crucial to an understanding of the prospects for the rehabilitation of older properties within the central city. It is clear that owner-occupiers in such neighbourhoods expect to undertake modest improvements each year for a number of years, with annual cash expenditures of perhaps \$200, but undertaken for the most part with their own and family labour.

This pattern of home improvements is at variance with the traditional methods of by-law enforcement within the municipality. The traditional municipal programme, whereby by-laws governing maintenance of housing and standards of occupancy are enforced, involves an inspection by a local Housing Inspector. In the event that physical deficiencies are identified, an order is served upon the home-owner listing these deficiencies, all of which must be remedied within a relatively short span of time. Such an approach to home improvement is not the approach favored by the great majority of owner-occupants in the central city. Rather, these persons carry out with their own labour a modest programme of improvement extending over a long period of time. They are not accustomed to a substantial programme involving a very large expenditure of money and likely requiring the services of specialist contractors or tradesmen to complete the repairs promptly.

A similar disparity in motivation and approach exists between the resident home-owner and the planner who is responsible for the design of a neighbourhood improvement programme. This may raise a serious difficulty in implementing a programme of total rehabilitation within the overall concept of urban renewal. The home-owner's approach is one of slow and deliberate progress; the planner's approach requires the expenditure of both physical effort and much money to bring sound homes within the neighbourhood improvement area up to the minimum standards laid down in the overall urban renewal programme. These standards are at least as high and may be higher than those that prevail within the municipality's own housing codes. It is difficult, therefore, to conceive of a meeting of minds, or a blending of these two approaches, without the development of entirely new incentives to home-owners whose properties will remain within an urban redevelopment area.

An important proportion of resident home-owners (nearly one-third) derived a part of their income from tenants who occupied additional dwelling units within the homes under study. The enforcement of traditional local housing codes, and the attainment of standards usually sought within urban renewal programmes, would tend to dispossess many of these tenants from their present locations. There can be no doubt that some owner-occupants are violating the standards of maintenance of occupancy. Strict enforcement of by-laws would put further strong pressure upon the modest incomes of owner-occupants and further reduce the possibility that such families could voluntarily undertake programmes of improvements to their properties.

Owner-occupiers within moderately deteriorated neighbourhoods in the central city are predominantly persons who have resided in Canada and in their respective neighbourhoods for at least 15 to 20 years, and often for longer periods. The proportion of elderly single persons and couples is far higher than in the city or the Metropolitan area as a whole. The incomes are modest. In this study the median annual family income of slightly less than \$3,600 per annum is 28 per cent less than the median annual income of \$4,972 for the City of Toronto as a whole in 1961. These two factors in combination, age and modest income, are without doubt the two major aspects that underlie the attitudes of home-

owners towards the improvement of their dwellings. Nevertheless, there are many other aspects, both clear and subtle, which influence the attitudes of home-owners towards housing rehabilitation and which can be acted upon in a concerted programme of neighbourhood conservation and rehabilitation of dwellings within an overall urban renewal programme.

The most important of these less obvious considerations emerged strongly in this research when the suggestion of a neighbourhood or district improvement programme under civic auspices was introduced to the home-owner. It has become apparent that most home-owners are strongly influenced in their attitudes towards the maintenance of their dwellings by the attention, or lack of it, paid to the neighbourhood and all aspects of its amenities by the civic administration through its various departments. The majority were interested in the possibility of a neighbourhood improvement programme and felt that some degree of encouragement would be reflected in an increased attention to home improvements within the area. For the most part they complained of neighbourhood inadequacies in terms of traffic, dirt, mixed land uses, obnoxious industrial establishments within residential areas, lack of park and recreation space, and other matters which are part and parcel of a neighbourhood improvement programme initiated under official municipal authority.

It cannot be denied, however, that one of the most important subtle irritations expressed by respondents was their disdain and dislike of their neighbours for a variety of reasons. An important proportion expressed one or more forms of prejudice towards "the people around here" and the view that their consideration of home improvements was seriously affected by their negative view of those living near them. This is not a matter to be lightly dismissed. Many interviewees complained about their neighbours' lack of attention to the exterior condition of their properties. These complaints were often tied to serious reservations concerning the behaviour of their neighbours and their neighbours' children towards the respondent's property as well as to other features of the neighbourhood. In the field of housing rehabilitation it seems apparent that "one rotten apple can spoil a barrel" and that groups of houses along a street can be neglected because of the gross neglect of one property within the group and the destructiveness of those who live in it.

The possibilities in financing home improvements are difficult to explain to most residents of older properties in the central city. In the first place, many home-owners have long since paid off their mortgages and have a strong dislike and, indeed, fear of incurring further debt. In part this attitude towards debt is a cultural phenomenon, common in neighbourhoods inhabited by newcomers from European and other countries. There is more to this matter, however, than cultural background and a lack of familiarity with western habits of purchasing through instalment financing. There are the factors of age and long residence. Again and again interviewees declined to consider the possibility of borrowing money to undertake home improvements, stating that they could not consider such matters at their age, or in their physical condition, and implying that they could not

conceive of repayment of such loans. The traditional approach of encouraging home improvements through the device of a "home improvement loan" does not conform to the needs of the owner-occupants in this research.

Together with the personal characteristics of the residents, the difficulty of explaining the complications of easier home improvement loans, National Housing Act mortgages in improvement areas, all-inclusive mortgages combining outstanding indebtedness and the cost of home improvements, and other schemes (such as a municipal tax moratorium), serves to explain their clear-cut responses concerning the financing of home improvements. Owner-occupants were quite interested, apparently, in all of the schemes explained to them carefully by the interviewer, and they were enthusiastic about the possibility that these prospective financial arrangements would encourage their neighbours to undertake essential repairs and so uplift the area. But when they were asked to apply these prospective schemes to their own situation, they were far less enthusiastic, if not decidedly pessimistic.

The conclusion that must be drawn is clearly that very few owner-occupants of older properties in central Toronto would willingly incur indebtedness to undertake home improvements, except by the strong enforcement of the local housing bylaws. This harsh step can only be taken with due consideration of the consequences, namely, the pain and suffering which would be in prospect for long-term elderly residents of older neighbourhoods.

If a system of voluntary rehabilitation of housing is to be undertaken within a comprehensive programme of urban renewal, it is essential that the municipality establish, within the affected area, a centre where resident home-owners can get advice concerning the improvement of their properties. Home-owners were enthusiastic about this prospect and it is obvious that they need to know much more about (a) deficiencies identified by housing inspectors, (b) the most satisfactory methods of repair and improvement, (c) the availability of reliable contractors or tradesmen to assist them, (d) the standards which the city by-laws demand in the carrying out of such improvements, and (e) the possible sources of financing and the terms of repayment.

The research staff, following months of contact with several hundred home-owners whose properties were at the time rated at least "in fair condition" by the City of Toronto Planning Board, were entirely agreed on a recommendation that some system must be found to enable these families to undertake home improvements without incurring substantial indebtedness or undue use of scarce cash incomes. While it was not the function of the interviewers to explore the totality of assets and financial resources which the family might have in reserve, it is probable that very few families would have the volume of assets required to meet typical improvement costs of \$2,000 to \$4,000 in urban renewal schemes.

A realistic appraisal of the prospects for rehabilitation of housing calls for a system of outright grants to owner-occupiers to enable them to carry out required improvements identified in the course of a neighbourhood improvement programme. Such grants would be carefully administered by the municipal organization responsible for the implementation of the urban renewal scheme and, if the senior levels of government considered it wise, a lien could be placed upon the property in respect of the amount of the rehabilitation grant, to be recovered when the property is sold. A "home improvement grant" with respect to a total improvement programme could be made in relatively smaller amounts over a period of years, rather than in the form of a large amount of money granted at one time.

In the light of this study the conclusion is inescapable that much of the past thinking and many of the assumptions current within the field of urban renewal cannot be supported when one examines carefully the realities of the prospects for rehabilitation of older dwellings in the central city. If it is the intention of the public authorities to dispossess long-term residents as a consequence of the rehabilitation programme, the present assumptions are certain to bring about this result. However, if the intention is to maintain, as far as possible, those families who want to remain in their homes after such homes have been brought to a desirable standard of repair and improvement, our thinking and our policies must be carefully reconsidered to bring them in line with the realities of the personal, social, and physical characteristics within the neighbourhoods which we seek to improve and conserve in the heart of the Metropolitan Area."

Community Renewal Programming - A San Francisco Case Study. Arthur D. Little Inc. Frederick A. Praeger, Publishers, 1966.

In discussing the techniques for promoting voluntary home modernization, this report notes:

"Several approaches to making technical assistance and advice available have been effective in other cities and deserve consideration by San Francisco. They are:

- Establishment of a housing information center at a location that is convenient and accessible to residents of several neighborhoods. As a part of its services, the center could provide advice to families wishing to rehabilitate or improve their housing (e.g., how to select contractors, estimate costs, and obtain financing), and to those who wish to move or are being displaced by public programs (e.g., the kind of housing available, where it is located, how much it costs, and how to arrange financing).
- Organization of a pool of volunteer specialists (e.g., architects, builders, plumbers, and electricians) who would provide advice to residents at convenient hours.

- Preparation of a list of reliable contractors for home improvement, in cooperation with the Better Business Bureau and with the contractors.
- Feature articles in the newspapers and television and radio programs that would include opportunities for questions and answers.
- Employment of a specialist on rehabilitation matters as a full-time staff member of the code inspection agency, to assist property owners in planning, implementing, and financing rehabilitation."

The report describes "residential improvement neighborhoods" as areas where most of the buildings can be economically upgraded and states that:

"The renewal policies for these neighborhoods, therefore, should aim to: (1) take advantage of their assets while correcting deficiencies which, if unchecked, can transform them into deteriorated areas, and (2) remove the barriers which block neighborhood improvement.

Achievement of these objectives will require a series of city actions which should include:

- Enforcing the housing and related codes.
- Encouraging voluntary home modernization.
- Assuring the availability of adequate credit for home improvement.
- Providing technical assistance and advice for property improvement.
- Providing financial assistance for low-income families and individuals.
- Updating and, in some instances, revising the zoning ordinance and ensuring that all city agencies apply it uniformly and consistently.
- Improving traffic patterns and increasing off-street parking facilities.
- Improving municipal services.
- Assisting neighborhood organizations in self-improvement activities.
- Assisting neighborhoods to adjust to change in racial and income population composition.
- Eliminating dilapidated structures and inappropriate land uses.
- Providing new and improved community facilities.
- Providing other neighborhood amenities through sign controls, burial of overhead utility wires, provision of street trees and other landscaping, etc."

A Demonstration of Rehabilitation, Harlem Park, Baltimore, Maryland,
City of Baltimore, Maryland. June, 1965.

"This Demonstration is an investigation of the techniques and problems involved in the rehabilitation of a single predominantly residential block in a blighted neighborhood."

Rehabilitation

"Rehabilitation to meet code requirements plus five higher standards was specified for the 66 properties on the peripheral streets. Of this group, the city acquired 10 houses to be sold to private developers for the purpose of exploring the possibilities in remodeling such properties. In four of these houses, the remodeling has been completed and has produced attractive apartments at rents above the customary level for the neighborhood. Rehabilitation under normal procedures has been completed in 50 of the remaining properties. Rent increases for most of these rehabilitated units have been nominal."

Conclusions

"Obsolescence can be overcome by complete remodeling or arrested by extensive rehabilitation, in contrast to enforcement of the standards of the plan. It is not yet possible to state whether the life expectancy of structures can be increased sufficiently to justify the large initial expenditure required for remodeling."

"Higher standards than those required for the entire city have been successfully enforced in the Demonstration Project Area."

"Present results indicate that, except where properties are unsalvageable because of structural deficiencies, extensive rehabilitation of residential structures in renewal project areas is economically feasible. With conventional financing, the owner must be content with a lesser rate of return on investment than with an FHA Section 220 insured mortgage. The difference is caused by the requirement for more cash equity in the property, a shorter term mortgage and a higher interest rate when conventional financing is used."

"It is not realistic to expect voluntary rehabilitation on a large scale. In most cases, an official notice or some legal action is needed to obtain results."

Housing and Urban Development Notes. U.S. Department of Housing and Urban Development. September-October and November-December, 1966 Issues.

"Washington Park (Boston) A seriously blighted 502-acre neighborhood, characterized by slum housing, obsolescent public facilities, inadequate school, playground and recreational space. Approximately 80 percent of the 25,000 population was Negro. This is primarily a conservation project, with 70 percent of the structures to be rehabilitated. It was in Washington Park that the "Planning With People" theory had its first test. After hundreds of neighborhood meetings in which the residents were given every opportunity to suggest plans for upgrading the neighborhood and then to offer their comments on the official plan, the final plan was adopted with overwhelming community approval. To date, approximately

1,500 families have been relocated from predominantly substandard to standard housing. Some 500 of a planned 1,500 low- and moderate-income housing units, under Section 221(d)(3) have been built and occupied. 850 more are under construction.

A new YMCA has been completed, a 7-acre shopping center is nearly complete. Home-owners have spent \$5 million in upgrading their homes. New churches, schools, library, community and health center, streets, playgrounds, and a whole range of public facilities will result in a stable, attractive neighborhood. New construction in the area will come to almost \$54 million. The Washington Park area is where much of the activity of ABCD has been concentrated."

It appears from the above that the average expenditure per dwelling has been about \$1,000 while in the example below the average level has been about \$3,500.

"Garfield (Kansas City, Missouri) Situated close to downtown, atop a bluff that offers one of the best views in the city, this 206-acre area was long one of Kansas City's finer residential districts. Stately Victorian mansions still grace tree-lined streets and most of the houses are spacious, sound, and attractive. Over the years, neglect took its toll; and Garfield deteriorated into a typical near-downtown fading neighborhood. Some older properties were in a bad state of disrepair and were abandoned; others, while still occupied, required major renovation, and in some cases, clearance. In the 1960 Census, 22 percent of the structures were classified substandard.

But the neighborhood was basically sound. Besides its attractive and well-built houses, it had natural boundaries which protected it from encroachment by outside blighting influences; very few infractions of zoning; and most important--a cohesive, stable population with a high degree of pride of ownership.

When the Project began in April 1963, there were 712 structures in the area, 19 of them nonresidential. The Project inspectors, after inspection of the structures, listed 26 percent "blighted"; 47 percent in "fair" condition; 17 percent "good"; and only 10 percent "excellent". 575 structures were designated for rehabilitation: within two years, the "blighted" structures had been reduced to 5 percent; the "excellent" category had gone up to 19 percent; with 51 percent "good"; and 25 percent "fair". Over \$2 million is being spent by homeowners in the upgrading process."

